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The material in this index is arranged under authors and subjects and in a few cases under titles. Anonymous articles and paragraphs are entered under their subjects. The precise wording of titles has not been retained where abbreviation or paraphrase has seemed more desirable.

A

Abbott, Edith, 68, 379
At Kansas City, 188
Abbott, Grace, 141 (letter), 174, 222
What about mothers' pensions now?, 80
Abel, Barbara, 208
Abortion, 28
Academic freedom, 129, 293
Accident prevention, 358
Adam's Your Child Is Normal, 394
Addams, Jane, 174
Additon, Henrietta, 353
Administration of public social work, 188
Admitter or discharger?, 252
Adolescence, 28
Adolescent girls, second-hand clothing and, 154
Adult education, 19, 59
California, 293
Conference, and notes, 231
Des Moines, 130
Libraries and, 390
Teachers College, 259
Airports
Medical inspection, 254
Alabama, 24, 347
Child health in a county, 226
Coal industry, 163
Health, 263
Alcatraz, Prison, 30
Alcohol, 232
Alcoholism, death rates, 227
Allegheny County, Pa., juvenile court, 87
Almy, Frederic, 222
Alper, B. S., Youth without work, 285
Alper, N. D. (letter), 301
Altman, Emil, 164
American Association of Social Workers, 47, 191
Declaration on government program, 190
Recommendations at Washington conference, 69
A. F. of L., San Francisco convention, 344
American Medical Association, 203, 385
American Mercury, 383
American Public Welfare Association, 290
Amidon, Beulah
Clients under the codes, 118
Rallying round the youngsters, 247
Anderson, Nels, Key West—bottled in bonds, 312
Andrews, E. F., 128
Animals, cruelty to, 229
Anisfield (John) Award, 302
Antioch College, 390
Apprentices, schools for, 324
Arizona, 24
Arkansas, mutual health club, 287
Armstrong's 666 Runaway Boys, 268
Aronovici, Carol, 352
Art, housing and, 352
Artificial flower and feather industry, 294
Artists as camp counselors, 140
Ascher, C. S., 163
The puzzle of public housing, 243
Ashland Folk School, 231
ATCP, relief standards, 291
Atkinson, M. I., 131, 182
Atlanta, 237
Negro case workers, 229
School of Social Work, 302
Atwater, Pierce, 187
Austin, Mary, death, 289
Automobile accidents, 352
Automobile code, 18

B

B line to recovery, the, 339
Outcome, 341
Bache's Health Education in an American City, 299
Bachelors, 74
Backwoods relief, 347
Bailey, Miss, 12, 45, 64, 82, 118, 142, 154, 219, 250, 282, 316, 342, 374
Book list, 251
Bain, Read (letter), 140
Baker, H. C., National Conference at work, 181
Baker, N. D., Objectives, 315
Bakke The Unemployed Man, 206
Baldwinsville, N. Y., 165
Baltimore, housing conference, 348
Relief, 170, 329
Rent Bureau, 224
Retrenchment and reinvestigation, 257
Bane, Frank, 131
At Kansas City, 183
Barstow, R. W., and Others (letter), 333
Barter group, 41
Bartlett and White's Measurement of Goodwill, 138
Bassett's Mental Hygiene and the Community, 233
Bates, Sanford, 186
Beach and Walker's American Social Problems, 298
Beale, H. K., 129
Beebe, L. J., 296
Beet fields, 388
Beggars, 25
New York, examination, 88
Behavior, 28
Bellevue-Yorkville Health Demonstration, 386
Benjamin, Herbert, 192
Berkeley, Cal., conference on government, 163
Berle, A. A., Jr., 14
Berman, Jennie (letter), 174
Best's Blindness and the Blind, 138
Bibliographies, child labor, 326
Child welfare, 259
Girls in institutions, 356
Unemployment, 229
Biddle, E. J., 56
Big-hearted clients, 12
Big-hearted public, 45
Binford, J. C. (letter), 270
Birmingham, Ala., 89
Public health work, 132
Birth control, 21, 59, 89
Information, 133, 204
Birth registration plan, 165
Blanshard, Paul, 14
Blind, the, services for, 258
Talking books for, 229
Blindness, 88, 138
Conference on, 368
Prevention of, 238
Bliven, Bruce, on radio, 357
Boas, E. P., The future of homes for the aged, 286
Bohn, Ernest, 348
Boise, Idaho, 328
Bolt, R. A., 386
Bond issues for relief, 393
Bookman, C. M., 195
FERA, 194
Books, Miss Bailey's list, 251
Reviews, 26, 59, 92, 137, 171, 206, 232, 264, 297, 330, 363, 394
Short reviews, 27, 139, 173, 235, 269, 300, 332, 366, 396
Boone, Gladys, 326
Booth, Evangeline, 320
Borah, Senator, charges against FERA, 385
Borsodi, Ralph, 303
Boston, death rates in 1830 and in 1930, 226
In and around, 399
Junior Month, 259
Money raising, 29
Social agencies, 143, 228
Boston Juvenile Court, 38, 116, 199
Boswell's The Economics of Simon Nelson Patten, 364
Bottome's Private Worlds, 268
Bowden, Witt, 128
Boys, delinquent, 38
Runaway, 268
Treatment on their own ground, 258
Boys' clubs, England, 171
Bradley, R. M., Skilled nursing for all, 9
Bradway's The Bar and Public Relations, 171
Brandeis, Susan (letter), 236
Branion, R. C., 319
Brattleboro, Vt., nursing experiment, 9
Breckinridge, S. P., 181, 188
Breckinridge's Social Work and the Courts, 298
Breckinridge's The Family and the State, 137
Bremer, E. T., 183
Brennock, T. L., 96
Bridge club, 45
Britain, Unemployment Act, 359
Unemployment insurance, changes, 294
Bronx, schools, 247
Brooklyn, Council for Social Planning, 167
Laundries, 389
Mental clinic for parents, 292
Removal of firms, 388
Brooklyn Bureau of Charities, 41
Brownlow, Louis, 163
Brunner, E. J., 272
Bryan, J. S., 271
Budget, family, how we managed, 278
Buffalo, N. Y., annual employment study, 17
County welfare unit, report, 131
Burdell, E. S., 271
Bureau of Labor Welfare, 280
Burlingham, C. C., 161
Burns, A. T., The keynote of 1934, 315
Burns, R. S. (letter), 270
Burstall, S. A., 29
Busch's Leadership in Group Work, 264
Business, going into, on cash relief, 282
Youthful urge to, 285
Business man, story of the depression and, 3
Butler, N. M., Child Labor Amendment and, 86, 161
Buyers, 351

C

Cabot, Ella Lyman, death, 336
Cabot, R. C., 116, 199
One thousand delinquent boys, 38
Reply to crictisms on delinquent boys (letter), 201
Caldwell Co., 325
California, adult education, 293
Disturbances in relief, 361
Labor conditions, 333
Relief bonds, 257
California, University of, independent study, 19
Camp Behavior Survey, 87
Camp Dudley, 238
Campbell, G. Q. (letter), 30
Campbell, M. D., 208
Camping, YWCA girls (ills.), 146
Canada, subsistence homesteading, 257
Cancer, 89
Canning industry, code, 84, 261
Cannon and Klein's Social Case Work, 234
Cantley, Randolph (letter), 30
Carroll, M. R., at Kansas City, 184, 185, 187
Cartoons on serious subjects, 110
Cartwright, M. A., 205
Case work, public relief and, 314
Textbook, 234
Cash in hand, 282
Cash relief, 91, 126, 257, 392
Grocery orders versus, 282
Cassidy, F. G., 188
Cassidy, Mike, 157
Catholic Charities, National Conference, 352
Catholic University of America, 367
Cavin, E. T., (letter), 319, 397
Central Bureau of Young America, 289
Chadbourn's Lynching and the Law, 268
Chakerian, C. G., 353
Challenge of Red medicine, the, 78
Chamberlain, J. P., at Kansas City, 184, 185
Character building, 322
Chicago, Century of Progress and dysentery, 226
Children, 87
Council of Social Agencies in the depression, 3
Recreation, 355
Relief and social work, 56
Relief demonstration, 270
Service Bureau for Women, 50
Shelters for homeless men, 75, 85
VNA report, 263
Chicago Commons, 162
Chicago Dental Society, 165
Child guidance, 263, 332
Child health, emotional maladjustments, 296
Europe, 386
New Jersey, 20
Child Health Day, 133
Child labor, 359
Bibliography published, 326
Catholics and, 270
Child Labor Facts and Figures, 129
Flowers and feathers, 294
Newspapers and, 222
Real fight over, 161
Sugar-beet fields, 53, 388
Child Labor Amendment, 18, 54
Butler, President, and, 86
Committtee on, 129
Child Study Association, conference and topics, 19
Child welfare, bibliography, 259
Complexity, 265
FERA and, 131
Childbearing, costs of, 203
Childbirth, 61
Childhood, books on, 267
Childhood Interests (magazine), 304
Children, 185, 331
Communicable diseases, 295
Custody in divorce case, 132
Defects, physical, 353
Indianapolis, health, 295
Institutional, 166
Job Opportunities, 261
What are we doing to 7 million children?, 245
White House report on dependent and neglected, 265
Children's Bureau, 80, 222
Children's Charter, 245
Children's dresses, 7
Chillicothe, 53
China, 26
Christianity, 297
Christmas Seals, 387
Chronic illness, 286, 386
Chula Vista, 333
Church Social Workers, Association of, 302
Churches, social work and, 167
Chute, C. L., The juvenile court challenged, 116
Cities, dominance of the city, 385

City Housing Corporation, reorganization, 289
Civic gambling, 350
CWA, 22, 90, 91, 194, 196
Abandonment, 35, 111, 112, 191, 197
Cartoons, 34
Demobilization, 67, 72, 91
Flood relief, 57
General developments, 57
Hearing of school children, 87
Historical research and, 24
Professionals and, 55
Reports, 257
Workers, 169
Civil Works Service, 22
Claghorn, K. H., Social surveys to date, 217
Clague, Ewan, at Kansas City, 188
Clark, I. M. (letter), 62
Clendenning's Behind the Door, 60
Cleveland, Ohio, cash relief, 224
Clinic plan, 132
Housing, 8
Relief, 328
Clients, participation in social work, 41
Clients' insurance, 160
Clients under the codes, 118
Clinics, 48
Cleveland, 132
Coal industry, 17, 192
Alabama, 163
Bituminous board, 54
Codes, 84
Colcord, J. C., 225
At Kansas City, 181
Ohio produces for Ohioans, 371
Right-about face, 111
Colds, 51
Coleman, E. J., Clients' insurance, 160
College graduates, job outlook, 231
College students, 91
College women, 206
Colleges, FERA in, 389
Freshman units, 389
Students vs. the ROTC, 168
Colorado, 24, 225, 237
Relief, 328
Commissaries, Pennsylvania, 362
Commodities, 393
CCC, 316
Common law marriages, 140
Common welfare, 14, 47, 84, 125, 161, 203, 221, 253, 288, 318, 351, 384
Commonwealth College, 325
Communications, 29, 62, 94, 140, 174, 236, 270, 301, 332, 366, 396
Communism, 213, 214
Community action and unemployment, 22, 55, 90, 134, 169, 223, 255, 327, 360, 391
Community chest campaigns, results, 15
Washington rally, 288
Community chests, 351
Basis of appeal, 1934, 315
Washington conference to fortify campaigns, 314
Company unions, 125
Compensation, 224, 295
Doctors and, 125
Part time, 294
Wisconsin, 301
Concord, Mass., 24
Congress, preparation for, 384
Connecticut, 223
Dress industry, 17
Home work, 359
Consumers, legislation in the interest of, 221
New Deal and, 15
Consumers' Advisory Board, system of terms for grading, 351
Consumers' League, canners' code and, 84
Consumers National Conference, 16
Contract medicine, 85
Convalescents, Minneapolis, 322
Conyngton, Thomas (letter), 396
Cook County, *See* Chicago
Cooperation, what to read on, 62
Wichita, 120
Copeland Bill, 301
Corporation wage law, 281
Correspondence courses, commercial, 130
Cost of living, District of Columbia, 128
Cotton mills, women in, 53
Country Life Conference, 207
County or district health units, 387
County planning, 230
County welfare unit, Buffalo, N. Y., and Pennsylvania, 131
Courts, 330
Small-claims court, 280
Coyle, D. C., 332
Disagreeing with, 333
Illusions regarding revolution, 211
Credits, special deposit, 340
Crime, control, 264
Harvard Law School's Survey, 38, 39
Washington conference, 355
Crittenton, C. N., 29
Crusaders, 1934, 254
Current events, teaching, 235
Curtis, H. S., A park for every county, 40
Cutting, R. Fulton, death, 336
Cuyahoga County, Ohio, 392

D

Dance marathons, 53
Daniels, F. I., 221
Davies, S. P., 67
Davis, H. B. (letter), 396
Davis, M. M., 86
Davis' Labor and Steel, 232
Dawson, E. V., 248
Day nurseries, health, 20
Dayton, Ohio, Subsistence Homesteads, 24, 142
Toy-lending, 355
Deafness, 229
Death rate, Century of progress, 226
Males, 20
Rates by occupation, 323
Deaths, 176, 239, 272, 304, 336
Decentralization, 214
Delaware, 24, 227
Relief program, 170
Delinquency, 187
Delinquent boys, Harvard Crime Survey, first findings, 38
One thousand, 199
Delinquent children, 116, 258
Delinquents, 94, 140
Placing out, 270
Democracy, dictatorship versus, 289
Dennis, C. H., 162
Denver, 359
Community Chest, publicity methods, 228
Self-examination, 258
Denver, University of, 398
Del'Porte, J. V., 354
Depression, out of, 3
Depression, 194
Design for attack, 10
Des Moines, adults at school, 130
Des Moines Public Forums, 358
Detroit, relief, 329
Devaney, J. P., 132
Diagnosis, moderate rates for, 226
Dictatorship, democracy versus, 289
Discouraged woman, 155
Diseases, worst for children, 295
Disfranchisement, relief and, 392
District of Columbia, cost of living in, 128
Diversions, most desired, 122
Doctors, radio and propaganda and, 385
See also Physicians
Dodds, H. W., 385
Domestic employment, international study, 326
Douglas, P. H., at Kansas City, 184
Douglas' The Theory of Wages, 365
Douty, E. M., FERA and the rural Negro, 215
Dow, C. E., 132
Draper, E. G., Design for attack, 10
Dress industry, women's earnings in, 17
Dressler, David, Delinquent boys (letter), 200
Drought, relief in Kanasas and Illinois, 256, 257
Schools and, 357
Drugs, Tugwell Bill, 16
Dudley, Helena, memorial to, 303
Duncan, B. M., 313
Dunham, Arthur, 67
Public relief—mastery or drift, 380
Dupree, Richard, 10
Durham, England, relief conditions, 225
Dutcher, Elizabeth, When clients participate, 41
Dysentery, 226

E

East Harlem, 258
East Harlem Nursing and Health Service, 143
Eastman, H. L., Delinquent boys (letter), 199
Economic order, 189
Economic planning, 359, 384
Economic security, 213
Advisory Council to the Committee on, 384
National Conference on, 384
Edmunds, H. S., 176
Education, 18, 129, 167, 230, 259, 292, 324, 357, 389
Adult projects, 259
Emergency workers, 321, 324
FERA and, 136
Literature, 19, 230, 260
Non-academic, 390
Notes, 293, 390
Pamphlets, 168, 324
Role, 205
Secondary, 358
Work relief in, 91
Workers', 358
Educational planning, 390
Edwards, W. R. (letter), 333
Efficiency, 214
Electric eyes, 227
Electric lamp industry, 128
Elizabethan hangover, 123
Ellis Island Committee, report, 115
Ellwood's Methods in Sociology, 92
EAC, 53
Emergency training, 390
Emergency workers, education, 324
Intensive courses for, 321
Emerson, Kendall, at Kansas City, 183
Emerson's Alcohol—Its Effects on Man, 232
Employment blues, 63
Employment Exchanges, 171
Employment Service News, 326
Englewood, N. J., project for race understanding, 260
Enjeian, C. M., How we managed (weekly budget), 278
Ervin, Spencer, 148
Why social work should be private, 150
Escrow system, 257
Eugenics, 267
Europe, child health, 386
Express companies, 266
Eyes, 234

F

Factories, Ohio, 257
Fagan, B. J., death, 336
Fairchild's General Sociology, 232
Faith, Toward resilient, 76
Falk, I. S., 126
Family, 26
As an institution, 365
Relationships tested, 317
Relief workers' problems with, 316
Substitute mothers, 291
Weekly budget, how we managed, 278
Family Education Congress, 141
Family Society, Mike Cassidy and, 157
Family welfare, 186
Recording and reporting, 264
When clients participate, 41
Farmers, burden of, 30
Federal Emergency Relief Act, 7
FERA, 111, 112, 339
Analysis, 194
College and, 389
Developments, 223
Earmarked funds, 328
Education and, 136
Field staff, 271
Financing, 255
General developments, 57
Grants in 1933, 55
Legal settlement study, 362
Lesson to be learned, 198
Libraries under, 358
Medical care and, 158
New programs, 197
Notes, 255
Organization outline, 329
Outlook, 275
Permanent federal relief, 391
Policy in strike relief, 307
Relief funds and, 311
Retreat by, 391
Review of operations, 90
Rules No. 7, 158, 159, 164
Rulings, 360
Rural Negroes and, 215
Self-help and, 170
State participation, 195
Threefold program, 198
Transient Department, 195
Transient directors, 249
Transients, 255
Under fire, 385
Work Division, 223
Work relief, 198
Work within, 91
FERA No. 7, 322
Federal Railroad Credit Corp., 15
Federal relief, 22, 180
New act, 90
Objectives, 315
States and, revenue paid and emergency funds received, comparisons, 66
Federal Relief Administration, Vermont, 156
Federal Surplus Relief Corp., 23
Federal Transient Bureau, 166
Fellowships, social science, 334
Feuchterslehen's Hygiene of the Mind, 234
Finance, battle against, 213
Findley's The Story of Childbirth, 61
Firetraps, 126
First aid, 359
Fishbein, M. R., 86
Fishbein's Frontiers of Medicine, 60
Fisk's Statistical Recording and Reporting in Family Welfare Agencies, 264
Fitch, J. A. (letter), 301
Reply to Mr. Davis (letter), 396
Five Hundred Delinquent Women, 346
Flood relief, CWA and, 57
Florida, 223, 224
Beautification, 362
Escrow system, 257
Relief administration, 225
Folsom's The Family, 365
Food, management of, 219
Vitamin racket, 226
Food and drugs bills, 16, 48
Food budgets, 321
Food relief
Relative costs of methods of distribution, 135
Food surpluses, 255
Foods and drugs, 127
Forbes, Russell, 14
Foreign-born, assimilation, 115
Forests, 40
Fosdick, H. E., 78
Fosdick's The Hope of the World, 297
Frayne, Hugh, 272
Frederic's Taxes and Tax Trends, 207
Freedom, 127, 214
Academic, 129
Freud's New Introductory Lectures on Psychoanalysis, 171
Frontiers (cartoon), 370
Funerals, cost in Hobbstown, 287

G

Gamble's How Chinese Families Live in Peiping, 26
Gambling, civic, 350
Game, 40
Gardens, relief, 134
Garland's The Road to Adolescence, 297
General strike, 253
Georgia, child-placing, 292
German scholars, aid for displaced, 130
Germany, 193
Collection proposed for the persecuted in, 333
Gill, Corrington, Collecting the relief billions, 310
Gill, H. B., 125
Girls, out-of-door (ills.), 146
Gist and Halbert's Urban Society, 268
Giving, preparation for, 228
Glenn, J. M., 217
Glover and Dewey's Children of the New Day, 331
Glueck, Sheldon and E. T., 116, 199
Gluecks' Five Hundred Criminal Careers, 39
Gluecks' Five Hundred Delinquent Women, 346
Gluecks' One Thousand Juvenile Delinquents, 38
Goldstein's The Family in Court, 330
Goldwater, S. S., 14, 203, 386
Goodrich, A. L., 161
Gossip, 31, 63, 95, 142, 176, 237, 271, 302, 334, 367, 398
Gossips, 219
Government, 183, 189
Conference on, Berkeley, 163
Consent of the governed, 212
Illusisons regarding, 190
Two theories, 190
Government and Social Work, Division on, 335
Grafton State Hospital, 43
Graham, F. D., The B line to recovery, 339
Green, H. W., 8
Greener, E. A., death, 304
Greycourt, 229
Groceries, 27
Grocery orders, 126, 250, 321
Cash relief versus, 280
Group activities, 41
Group hospitalization, North Carolina, 263
Group leadership, 260
Grove's A Tax Policy for the United States, 207
Gruening, Ernest, 334
Gruening, Rose, death, 304

H

Haas, F. J., 68, 186
Hackett, H. B., 243
Hader and Lindeman's Dynamic Social Research, 137
Hagerty's Twentieth Century Crime, 264
Haggard's Mystery, Magic and Medicine, 60
Hall, F. S. (letter), 140
Hamilton's Industrial Toxicology, 365
Harlow's Old Waybills, 266
Harrison, E. G., Women without work, 73
Hart, T. M., 176
Harvard Law School's Survey of Crime, 38, 39
Hathway's The Migratory Worker and Family life, 394
Hawaii, 329
Haynes, D. W., Little woman, what now?, 284
Haynes, Rowland, 187
Health, 20, 50, 88, 132, 164, 226, 262, 295, 322, 354, 386
At Kansas City, 186
Education, 299, 323
Notes, 51, 165, 296
Publications, 20, 50, 89, 133, 323, 354, 386
Schoolchildren's examinations, 351
Soviet Russia, 78
Health Conservation Contest, 165
Health departments, 387
Health insurance, compulsory, 126
Health services, 183
Healy, William (letter), 94
Hearing, defective, 229
Hearing, school children's, 87

Heart diseases, home treatment, 295
  Partial conquest, 354
Heavenridge, R. K., 295
Heller Committee, 321
Henderson, Leon, 16, 176
Henderson and Rowell's Good Eyes for Life, 234
Henriques' Club Leadership, 171
Henry Street Settlement, 238
Henry Street Visiting Nurse Service, 263
Herrick, E. M., 388
High Fields, 318
Hill, Ruth, 334
Hirsch, H. M., Unscrambling the settlement laws, 248
Historical research, 24
History of history, 26
Hoarders, in the household, 220
Hobart, A. W. (letter), 332
Hobbs, J. H., 287
Hobbstown Mutual Health Club, 287
Hodgson's Public Health Nursing in Industry, 94
Hodson, William, 14, 114
  Portrait, 2
  Portrait in group, 178
  Position at National Conference, 179, 189
Holt, Hamilton, 19
Homan's and Curtis' An Introduction to Pareto, 363
Home work, wages for, 359
Home workers, 17
  Help for, 128
Homeless men, 74, 85
Homes for the aged, future, 286
Homestead Rehabilitation Plan, 256
Honorary degrees, 237
Hopkins, H. L., 90, 96, 114, 127, 208, 225, 385
  At Kansas City, 180, 181
  CWA and, 68
  On denial of relief, 360
  On future public welfare, 186
  On hourly wage rates, 391
  On security, 277, 288
Horney, Karen, 187
Hospital training schools, 309
Hospitals, dischargers, 252
  Free care, 227
  Group plans, 164
  Insurance against cost of care, 88
  New Orleans, 51
  Nurses and the eight-hour day, 86
  Payment for doctors in, 203
  Private, 263
  Public and voluntary, dilemma, 319, 387
  Wall maxims, 165
Hospites, 352
Houde case, 325
Hours of work and recovery, relations, 326
Household employes, 359
  Code drafted, 290
Household Finance Corporation Loans, 296
Housekeepers [illegible], problem of, 219
Housework, Chicago study, 128
Housing, 30, 68
  Art and, 352
  Baltimore conference, 348
  Cartoons, 238
  England, 267
  Federal program, 243
  Heading up the housing program, 348
  London, 125
  Management, 228
  New York City and PWA, 320
  New York City program, 14
  Projects, 294
  Social workers can help, 7
Houston, Tex., relief families unfit for work, 23
Howell, A. E. (letter), 141
Howlett, Virginia, 184
Hull's Hypnosis and Suggestibility, 297
Human relations, 168
Hutchins' Women Who Work, 330
Hypnosis, 297

I

Ickes, H. L., on public works, 392
Illinois, 24, 223, 224
  Drought relief and other news, 256
  Emergency Relief Commission in the depression, 3
  Relief, 328
  Relief accounting, 362
  Tuberculosis, 165
  Work relief, 361
Illusions regarding government, our, 190
Illusisons regarding revolution, 211
Ilma, Viola, 289, 397
Immigrants, New Deal and, 115
Immigration, 188
  Humanized service, 127
Income-tax deductions, 147
Indian day schools, 357
Indian Service, 272
Indiana, 392
Indianapolis, health teaching, 295
Indians, 207
Industry, 17, 53, 128, 261, 294, 325, 358, 388
  Literature, 17
  Location of industries, report on, 54
  NRA and 10
  Notes, 54
  Pamphlets, 294, 389
  Public-health nursing in, 94
Ingersoll, R. V., 14
Institute for Institution Management, 52
Institutional data, 53
Institutions, children in, 166
  Old-age, 286
Insurance, Clients', 160
Insurance medicine, 203
Inter-American problems, 168
International Conference of Social Work, 367
International goodwill, 325
International Labour Organization, 262
International living, 168
International traffic in women and children, 53
Interstate compacts, 126

J

Jameson, G. L., 239
Jameson, S. H., 132
Jamestown, N. Y., relief exhibited, 322
Jewish Federation, 84
Job-hunting, 206
Jobless, line of (ills.), 274
Jobs, depression study, 295
Johnson, Alexander (letter), 96, 181, 270
Johnson, B. Eleanor, 128
Johnson, Harriet, 96
Johnson, Hugh S., 16
Johnson, Wendell F., 169
Johnson's An Introduction to the History of the Social Sciences in Schools, 26
Johnston, Mary, 225
Joint Vocational Service, New England office, 293
Jones, Robert G., 247
Jone's The Social Survey of Merseyside, 394
Jottings, 25, 58
Judge Baker Foundation, 38
Judge Baker Guidance Center, 94
Justice, poor man's, 280
Juvenile courts, 88, 94, 199
  Challenge to, 116
  Pennsylvania, 87
Juvenile delinquents, 38

K

Kahn, Ernest, 348, 349
Kansas, 392
  Drought relief, 257
  Homestead Rehabilitation Plan, 256
  Relief for professional women, 257
  Work-relief projects, 393
Kansas City, 114
  National Conference, 179
  National Conference cartoons, 182, 183
Kaplun, David (letter), 333
Kasius, Peter, 188
Kawin, Ethel, 357
Kawin's Children of Preschool Age; and Problems of Preschool Age, 138
Keegan, R. F., 180
  Position, 188
Kellogg, Arthur, obituary notice by the editors, 253
Kellogg, Paul, V., 217, 218
  American Red Cross, 383
  Enter the labor departments, 70
  We come of age (annual report), 97
Kelso, J. J. (letter), 236
  Editorial note, 236
Kentucky, 225
Kepecs, Jacob, What do social workers want?, 378
Key West—bottled in bonds, 312
Keyport, Wash. (ills.), 274
Kidnapping, 397
Kingsbury, J. A., 183
Kingsley, S. C., 334
Kleeck, Mary van, 84, 325, 384
  Issue raised by, 301
  Leadership at Kansas City, 179
  Our illusions regarding government, 190
  Portrait, 180
  Position at Kansas City, 185
Klein's Some Basic Statistics in Social Work, 92
Knickerbocker Village, 49
Kohn, R. D., Social workers can help, 7
Kopp's Birth Control in Practice, 59
Kotinsky's Adult Education, 59
Kraus, Hertha, 184, 225, 271
Kurtz, R. H., An end to Civil Works, 35
  Work—and more of it, 274 (ills.), 275
Kyrk's Economic Problems of the Family, 26

L

Labor, annual report of the secretary of Labor, 47
  California conditions, 333
  Enter the labor departments, 70
  Interstate compact, 262
  Milestones, 325
  Prescribes for railroads, 15
  Recommendations of the Washington conference, 71
  Washington conference on legislation, 70
Labor Information Bulletin, 359
Labor legislation, interstate compacts, 126
  Southern states, 326
Labor Standards, Division of, 389
Ladder, the (verse), 11
LaGuardia, F. H., 221
  Cabinet, 14
Lake Worth, 257
Land value study, 169
Lasker, L. D., Heading up the housing program, 348
Lathrop, Julia, letters wanted, 174
Laundries, minimum wages, 326
  Wages, 294
Lavanburg Foundation, 49, 228
Law, social workers and, 298
Lawes, Warden, 222
League for Industrial Democracy, training course for radical student leaders, 254
Lee, P. R., Case work and public relief, 314
Leiserson, W. L., 18
Leisure, 187
  Destructive use, 130
Leisure activities, 121, 122
Lemon orchards, 333
Lenroot, K. F., 180, 385
  Portrait in group, 178
Letter-writing for publicity, 82
Levy, Joseph, at Kansas City, 188
Lewis, Read, The New Deal and the immigrant, 115
Librarians, salary figures, 168
Libraries, adult education and, 390
  Development of service, 260
  FERA and, 358
  New York City, 231
  Rural, books needed, 231
Lidbetter's Heredity, etc., 267
Life insurance, non-agency companies, 216
Lindbergh, Colonel and Mrs. 318
Lindeman, E. C., at Kansas City, 148, 179, 184, 188, 189
  Portrait in group, 178
  Toward resilient faith, 76
  Why social work should be both public and private, 152
Lindeman's Social Education, 61
Linton, M. A., 216
Liquor problem, cash relief and, 283
Little woman, what now?, 284
Lobel's Medicine, 265
Local responsibility, ideas, 194
Logden, G. E., Youth without work, 285
London, housing, 125
  Relief, 224
Loneliness, men, 74
  Women, 73
Longshoremen, Pacific Coast, 388
Loos, H. C., 161
Loosley, R. O., How Wichita unsnarled relief, 120
Los Angeles, indictment of social workers, 319
  Summer school for workers, 262
Los Angeles County, 393
  Cash relief, 257
Los Angeles County Medical Association, 161
Lotteries, New York City, proposal for revenue, 318
  Schemes and history, 350
Louisiana, bayou filling (ill.), 274
Love, Adelaide, The ladder (verse), 11
Lovejoy, O. R. (letter), 333
Lowrey, L. G., 164
Loyalty, teachers' oath, 288, 292
Lubin, Isador, at Kansas City, 184
Luccock's Contemporary American Literature and Religion, 266
Lundeen Bill, 376
Lurie, H. L., 68, 188
Lynching, 268
  Federal bill on, 49

M

MacCormack, D. W., 127
  At Kansas City, 188
McCormick, A. H., 14, 48
McDowell, Mary, 385
McGoldrick, J. D., 14
McGuire, Harry (letter), 397
Machines, 128
Mack, Betty, 64
McMain, Eleanor, death, 205
McMillen, Wayne, Single blessedness, 74
Maine, 223
Male death rate, 20
Mamaroneck, 165
Manufacturing plants, removal, 388
Marathons, 53
Marginal land for parks, 40
Marshall, C. E. death, 336
Maryland, 227
  Mental hospitals, 21
Mass Education, 32
Massachusetts, 223, 224
  Relief complaints, 258
  Savings-banks insurance, 216, 236
Massachusetts Child Council, 285
Massachusetts Relief Administration, 302
Maternal deaths, 51, 89, 263
Mathisen, Mathilda, Admitter or discharger?, 252
Mattress-making, 338 (ill.), 339
Mattresses and comforters, 255
Maxims for hospitals, 165
May and Others' The Education of American Ministers, 172
Mayo, L. W., What are we doing to 7 million children?, 245
Mayo's The Human Problems of an Industrial Civilization, 396
Medical-aid program, 322
Medical care, 30
  FERA and, 158
  Hard times and, 164
  Michigan, 161
  Relief clients and, 262
Medical costs, 320
Medical history, 265
Medical profession, 165
Medical relief, 48
Medical service, non-profit basis, 203
Medicine, review of books on the history of, 60
Mehus, O. M., 258
Meister, Adam, 222
  Portrait, 210
Melvin's Building Personality, 330
Men must work, 342
Menken's On the Side of Mercy, 26
Mental health, training for, 21
Mental hospital, social work in, 43
Mental hygiene, 187, 233, 234
  Boarding-homes for patients, 21
Mental illness, 227
Mercy, 26
Merseyside survey, 394
Metropolitan Life Insurance Co., 20
Michigan, 398
  Colleges, 389
  Mutual health service, 161
Middle West, unemployment and relief, 392
Migrants, 394
Mike takes his pen in hand, 157
Milbank, A. G., 386
Milbank, Memorial Fund, 126, 127, 164
Military drill, 260
  Ohio State University, 357
Milk, 355
  Lack, in families on relief, 156
  New York State advertises, 320
Miller, H. G., We had to use our wits, 287
Miller, Justin, 271
Mills, H. E., essays in honor of, 206
Milwaukee, Wis., making caissons (ill.), 274
  Relief, 329, 393
Milwaukee County, clients' insurance, 160
Miners as butchers and packers (ill.), 338
Minimum wage, women's, estimate, 54
Minimums, 220
Ministers, Education of, 172
Ministers who can't say no, 45, 46
Minneapolis, convalescents, 322
  Malnutrition of children, 226
  Settlement-houses, 356
Minnesota, 24, 224
  Child custody in Larson case, 132
  Mortgage-moratorium law, 47
  SERA reorganizes, 361
Minnesota, University of, military training, 260
Minor, N. J., 176
Miss Bailey Says, 45, 46, 82, 83, 119, 155, 220, 250, 282, 283, 316, 317, 342, 343, 374, 375
Missouri, 24
  Publicity for social work, 258
Missouri, University of, 231
Mitch, William, 163
Mitchell, V. M., 247
Mitchell, Walter (letter), 62
Mitchell and Mason's The Theory of Play, 297
Mix, R. R., 53
Moffett, J. A., 243
Money, 213
Money raising, Boston, 29
Monroe, County (N. Y.), health education, 50
Montague's The Lucky Lady, 172
Montchore Hospital, 295
Moon, M. G., 183
Morals, movies for, 389
Morgan, Ruth, obituary, 144
Morons, 63
Morro Castle, 359
Mort, P. R., 129
Moscow University, 19
Moses, Robert, 14
Mosquitoes, 254
Mother's Day, 89
Mother's pensions now, What about?, 80
Movies, Better programs, 130

Membership of churches opposed to, 254
Moral education by, 389
Moral standards, 221
Morals and, 324
Trade practices, 325
Mt. Sinai Hospital, diagonosis rates, 226
Murphy, T. E., Elizabethan hangover, 123
Museum of Modern Art, 352
Muste, A. J., The Lundeen Bill, 376
Muzzle, in the revenue bill?, 147
Myers, James, Relief for strikers' families, 307
Reply to Mr. Conyngton (letter), 397
Myopia, 234

N

Nashville, Tenn., social planning, 291
National Conference of Social Work, 31
Associate groups, 207
Crew of the Conference (ill.), 178
Date, 303
Divisions, meetings of, 185
New arrangement of program, 114
New challenge, 179
Plans, 114
Radical character, 180
Report of its work, 181
Section meetings, 181
NEA, insurrection in, 293
National Health Council, 142, 144
National Industrial Recovery Board, 318
National Labor Board, more power to, 125
Weirton Steel Co. and, 18
National Municipal League, 385
National Occupational Conference, 293
NRA, 10, 212, 213
Guide, 262
Negroes and, 295
Pennsylvania, 351
Reorganization, 318
Workers and, 187
National Recreation Association, study, 121
National Reemployment Service, 224
Naturalization, 115, 127
Negroes, children and schools, 19
Education, 230
EAC, 53
FERA and rural Negroes, 215
In high schools, 358
NRA and, 295
North Carolina, child welfare, 233
Professional men, 267
Social work for Negro students, 398
Nerves, 154
Neurath Museum, 205
New Deal, 6, 212
Immigrants and, 115
Social workers and, 193
Weakest corner, 15
New England, settlement laws, 124
New Hampsbire, unemployment insurance, 388
Unemployment reserves, 262
New Jersey, cash relief, 257
Child health, 20
Institutional data, 53
Judicial system, 229
Kidnapping Act, 397
Prisoners' pay, 166
Probation, 322
Public welfare system, 356
Relief for professional women, 257
School economies, 129
Social workers, Lindeman to, 76
Special legislative session, 329
New Mexico, birth registration plan, 165
SERA, 362
New Orleans, hospitals, 51
New York (city), beggars examined, 88
Board of Education, 129
City-planning committee, 239
Crime Prevention Bureau, 353
Emptying firetraps, 126
Health districts, 85
Hospital free care, 227
Housing program, 14
Juvenile Aid Bureau, 353
Libraries, 231
Lottery proposal, 318
Mayor LaGuardia's cabinet, 14
Municipal Housing Authority, 96
Obstetric Council, 262
Prison system, 167
Relief, 328
Relief administration, 228
School broadcasts, 325
SPCA, 229
New York (state), 223, 224
Cash relief, 126
Compensation, 125
Relief workers, 259
TERA study, 360
Unemployment legislation, 262
Unemployment relief report, 135
New York Jewish Federation, workers protest, 174
New York Jewish Social Service Association, 291
New York Public Library, 390
New York School of Social Work, 398
Newspaper editors, 45
Newspapers, children as sellers, 222
Nichols, M. S. (letter), 29
Norfolk Prison Colony, 125
Norge Corp., 388
North Carolina, group hospitalization, 263
Negro child welfare, 233
Piedmont district Negroes, 215
Nurses, CWA and TERA, 164
Eight-hour day, 20, 86
Schools and scholarship, 133
Standards and schools, 309
Too many yet too few, 309
Washington convention, 161
Nursing, 296
Skilled nursing for all, 9
Nutrition, 50, 51

O

Occupational study, 255
O'Farrell, Philip (letter), 30
Office workers, summer school for, 168
Officers, 240, 368, 400
Ohio, 392
Certified relief workers, 131
Onion growers' strike, 326
Operating idle factories, 257
Production for use, 371
Relief in five cities, 134
Ohio Relief Production Units, 340
Ohio State University, current events course, 231
Military drill, 357
Oklahoma, sterilization law, 262
Old age, homes for, 286
Old-age pensions, experience, 321
Onion growers' strike, 326
Oregon, 24
Organization of social forces, 187
Out-of-door girls (ills.), 146
Out of the depression, 3
Overmyer, Grace, Poor man's justice, 280
Ozarks, 287

P

Paige, C. P., 186
Paine, H. L., 43
Paine, M. M. (letter), 366
Palo Alto, health record, 164
Pangburn, Weaver, The passing of side-line recreation?, 121
Parents, mental clinic for, 292
Pareto, Vilfredo, 363
Paris, Social Hygiene Center, 21
Parks, marginal land, 40
Parran, T. W., Jr., 203, 385
Parrot fever, 227
Parsons, H. C., 285
Part time compensation, 294
Patten, S. N., 364
Paupers, 123, 131, 292
Peace, price of, 212
Pearl, Raymond, 133
Pennsylvania, cash relief urged, 56
Changes wrought by NRA, 351
Children's wages and working conditions, 54
Coal miners, 17
Commissaries, 362
Mental clinics, new plan, 50
Milk, 227
Prisoners, 292
Relief, 257
Relief funds, 258
Special legislative session, 329
Pennsylvania, University of, 238
Penology, modern, on trial, 125
People's Schools, 390
Perkins, Frances, annual report as Secretary of Labor, 47
On unemployment insurance, 47
Perkins Institution, 258
Perry, Edward, 186
Perry's The Rebuilding of Blighted Areas, 138
Personality, 330
Personals, 31, 63, 95, 142, 176, 237, 271, 302, 334, 367, 398
Personnel, social service, 188
Persons, W. F., at Kansas City, 184, 186
Peter, W. W., 334
Petry, O. E. (letter), 397
Pettit, W. W., 182
Philadelphia, contract medicine, 85
Hospitals and clinics, 354
Labor market, 129
Workless women, 73
Philadelphia County Relief Board, 284
Physicians, compensation and, 125
Incomes, 263
Payment for hospital work, 203
Philadelphia, 85
See also Doctors
Pittsburgh, 87
Associated Relief workers, 143
Juvenile Court, 398
Parrot fever, 227
Relief, 258
Rent problem, 362
Social Study, 356
Pittsburgh, University of, 293
Pittsburgh Survey, 217
Planned economy, 153
Planning, national, engineering, and policy planning, 211
State boards, 204
Plant, J. S., 186, 187
Pneumonia, 89
Poisons, in industry, 365
Pollak, F. M. (letter), 140
Pomeroy, J. L., 387
Poor-laws, 68, 290
Poor man's justice, 280
Poormaster, the, meets Uncle Sam, 156
Poor-relief laws, 123, 131
Poorest family, 45
Population, policy, 133
Posey, William, death, 336
Post, Langdon, 14
Potatoes, 51
Potter, E. C., 188
Pratt, Mrs. J. G., 184
Pray, K. L. M., 68
At Kansas City, 182, 184, 188
Prichard, David (letter), 270
Prison industries, 186
Prisoners, classification, 292
New Jersey payment, 166
Rationed reading, 229
Prisons, 52
Adult education in, 292
Probation, 28, 88
Bibliography, 332
New Jersey, 322
Procter, W. C., 239
Procter and Gamble Co., 10
Production for use, 328
Ohio, 371
Professionals and the CWA, 55
Progressive Party, social workers and, 190
Prohibition, 60, 212
Propaganda, Revenue Act joker, 203
Prophets, 214
Psittacosis, vaccine for, 227
Psychiatric social work, 43
Psychology, 60
Three books reviewed, 137
Public health, 227
Federal aid needed, 296
Year 1933, 50
Public-health nursing, 364
In industry, 94
Public relief, Mastery or drift, 380
Types in the United States, 382
Public-relief system, 381
Public welfare, 290
Centralization of responsibiilty, 353
Public-welfare units, 381
Public works, Ickes on, 392
PWA, 243
Protection of workers under, 54
Safety first on jobs, 129
Public Works Emergency Housing Corp., 7
Public-works program, 194
Publicity, 28, 303
Missouri, 258
Sweet and sour, 82
Pueblos, 398
Puerto Rico, 329
Pugsley prizes, 271
Purdue University, 387

Q

Quack medicine, 30
Quality grading, 351

R

Race relations, Englewood project, 260
Prize for book on, 302
Radburn, N. J., 289
Radicalism, 190
Radio, 325
Control of, 357
Doctors and propaganda and, 385
Use of, 230
Railroads, labor prescribes, 15
Wage problem, 163
Randolph, A. P., 344
Ratzlaff's The Scandinavian Unemployment Relief Program, 298
Raymond, Stockton, 120
Raynes, G. D., The ones who have to stay, 43
Rebuilding, 138
Recovery, short hours and, 326
Unemployed help to, 339
Recreation, 184, 297
Chicago, 355
Florida, 362
Passing of side-line recreation, the?, 121
Springfield, Mass, 321
Red Cross, 383
Cotton clothing distribution, 24
Report on wheat and cotton distribution, 292
Redfield, Robert, 96
Reed, E. F., 134
Correction (letter), 202
Reeder, R. R., obituary, 353
Reeves, Margaret, 96
Regional Labor Board, 119
Regional welfare conferences, 229
Relief, 182
Backwoods, 347
Cash, 91
Chicago, 3
Collecting the billions, 310
Current problems, 67
Disfranchisement and, 392
Employed on relief, 362
Five Ohio cities, 134
London, 224
Long-time obligation, 221
Married men on, 316
New York City, 228
Organization outline, 329
Permanent set-up to administer, 136
Public relief—mastery or drift, 380
Rural, 327
Standards in 1847 and in 1934, 291
State situations, 91
Strikers' families and, 307
Strikes and, 396
Surplus relief, 91
Vermont, federal and local,
Who are on relief, 85
Relief agencies, 166
Relief clients, medical care from public funds, 262
Relief gardens, 134
Relief workers, big-hearted clients, 12
Certified, 131
Grocery orders, 250
New York State, 259
Pauper cases, 292
Problems, 12, 45, 82, 118, 154, 219, 250, 282, 316, 342, 374
Religion, 266
ROTC, college students vs., 168
Revolution, 205
Illusisons regarding, 211
Reynolds, Wilfred, 183
Rhode Island, settlement laws, 123, 124
Rice, J. L., 14
Right-about face, 111
Rivers, T. M., 227
Robbins, R. B., Life insurance that lives, 216
Roberts, Lloyd (letter), 333
Roche, Josephine, 237
Appointment, 385
Rochester, N. Y., tuberculosis, 165
Rockwood, Edith, 225
Rollins College, 19
Romig, S. P., 294
Roosevelt, F. D.
Economic philosophy, 191-192
FERA and, 7
New relief policy, 72
On security, 378
Roosevelt, Colonel Theodore, 142
Root's Women and Repeal, 60
Rorem, C. R., 161
Ross, D. E., 161
Ross, Mary, Too many yet too few, 309
Uncle Sam and sickness bills, 158
Routzahn, E. G., 271
Routzahns, 176
Rubinow, I. M., 376, 377
The Lundeen Bill, 376
Rugg and Krueger's Social Reconstruction, 235
Rugged individualism, 246
Runaways, 268
Rural life, 207
Rural rehabilitation, 223
Rural Rehabilitation Division, 327
Rural study, 393
Russell, Mrs. R. V., 248
Russell Sage Foundation, 272
Ryerson, E. L., Jr., 95
Out of the depression, 3

S

St. Elizabeth's Hospital, 165
St. Louis, Christian Youth Conference, 259
Survey of social-work activities, 52
Salmon memorial, 96
Samuel, Alice, 348
San Francisco, Chinatown sweatshops, 326
Dredging (ill.), 274
General strike, 253
San Pedro, Cal., 399
Sanders' Negro Child Welfare in North Carolina, 233
Santa Barbara, child health, 296
Saturday Review of Literature, 302
Savings-banks, insurance, 216, 236
Sayings, 1, 33, 65, 109, 145, 177, 209, 241, 273, 305, 337, 369
Scandinavian relief, 298
Scarlet fever, 323
Schlink, F. J., 16
Schneider, D. M., 52
Schoenberg, Philip (letter), 140
School children, health examinations, 351
Hearing, 87
School of Social Work, Catholic, 367
School year, length, 25
Schoolhouses, NRA and, 325
Schoolman, B. K., obituary, 144
Schools, Bronx, five city schools, 247
City budgets, 260
Help for, 162
Liberals dismissed from, 293
National planning, 85
Plight, 167
Program for federal relief, 49
Recommendations for economies, 18
State aid, 18

Schwesinger's Heredity and Environment, 60
Scrip as wages, 388
Seaman's Union, on the Morro Castle, 359
Sears, F. W., death, 336
Seattle, 257
  UCL, 136
Section 7a, 388
Security, 67, 268
  Drive for, 253
  Governmental program, 68
  Hopkins on, 277, 288
  President's committee on economic and social security, 253
Self-help movement, 162
Self-help organization, 170
Self-mastery, 234
Senior Movement, 301
Serious subjects (cartoons), 110
Settlement, 362
  Law of, 123
  Minneapolis, 356
Settlement laws, 229
  Unscrambling, 248
Sex, 59
Shaw, C. R., 186
Shields, J. M., 293, 358
Shulman, H. L., 258
Sickness
  Chronic illness, 286, 386
  Loan closet for supplies, 165
  Uncle Sam and sickness bills, 158
Simmons College, school of nursing, 387
Simon's The Anti-Slum Campaign, 267
Simpson, H. D., at Kansas City, 181
Single blessedness, 74
Sire, L. R., 280
Skilled nursing for all, 9
Slum clearance, for whom?, 49
Small-claims court, 280
Small-town industry, 393
Smith, Hilda W., 128
Smith, Louise (letter), 236
Smith, Mary Rozet, 95
Social agencies, factors that determine status, 132
  Muzzling?, 147
Social and Religious Research, Institute of, 399
Social-economic planning, 384
Social education, 61
Social Frontier, The (journal), 260
Social Hygiene Association, 50
Social insurance, 193, 378
  Summary, 52
Social intelligence, 140
Social justice, 191
  Social work and, 184
Social order, 315
Social practice, 52, 87, 131, 166, 228, 258, 291, 321, 355
  Literature, 52
  Notes, 53, 167
  Southern publications, 321
Social problems, introduction to, 298
Social Science Research Council, Decennial Report, 395
Social surveys, over 25 years, 217
Social welfare, private agencies and, 314
Social work, churches and, 167
  Hazardous occupation, 319
  Law and, 171
  Lay participation, 184
  Private, 379
  Professional standards, 188
  Public and private, 184
  Shall it be public? or private? or both?, 148
  Statistics, 92
  Summer courses, 166
  Vermont sketch, 156
Social Work Today (periodical), 127
Social workers, Administration and, 190
  As hospital dischargers, 252
  Conference at Washington, 67
  Don't be an air-plant, 250
  Federal defense committee, 319
  Help in housing, 7
  Popular concept, 236
  Progressive Party and, 190
  Speaking up, 332
  Strike of, 84
  Toward resilient faith, 76
  What do they want?, 378
Sociatrist, 32
Sociology, 92, 232
Solomon, W. L., 176
Soup kitchens, 45
South, labor laws, 326
South Dakota, 347
Soviet Russia, socialized health, 78
Special deposit credits, 340
Spivak, J. L., Red Cross and, 383
Springer, Gertrude, Big-hearted clients, 12
  Big-hearted public, 45
  Cash in hand, 282
  Don't be a social-work air-plant, 250
  Family ties, 316
  For welfare and security, 67
  Men must work, 342
  National Conference at work, 181
  National Conference plans, 114
  Nerves, 154
  Publicity, sweet and sour, 82
  Rising to a new challenge, 179
  When clients are set in their ways, 219
  White-collar temperament, 374
Springfield, Mass., playground project, 321
Springfield Survey, 217
Stabilization of employment, 388
State aid, 24
States, FERA and, 195
  Welfare administration, 290
Steel industry, workers, 232
Steiner, J. F., 184
Stenographers, 236
Step left, a, 344
Sterilization, Oklahoma, 262
Stevens, H. G., obituary, 144
Stevens, H. K. (letter), 236
Stevenson, G. S., Delinquent boys (letter), 201
Stevenson and Smith's Child Guidance Clinics, 332
Stokes, J. H., 290
Stover, C. B., 334
Stranded populations, 223, 225
Strikes, basic causes, 254
  Relief and, 396
  San Francisco, general, 253
Students, radical training course for leaders, 254
Subsidies to private charities, 356
Subsistence gardens, 57
Subsistence homesteading, Canada, 257
Subsistence Homesteads, 112
  Projects, 135
Subsistence Homesteads, Division of, 23
Sugar-beet fields, children in, 53
Suicide, man who threatens, 154
Summer courses, 176
Summer-hotel workers, 281
Sunnyside, L. I., 289
Sure's The Vitamins in Health and Disease, 27
SRC, 112
Survey, The discontinuances and gift rate, 366
Survey Associates, annual report, 1933, 97
  Financial statements, 1933, 104
  Membership, contributions, 105
  Officers and staff, 103
Survey Code suggested, 333
Survey-conscious, 31
Survey idea, 140
Survey of Public-Health Nursing, 364
Sweated home-trades, 17
Sweatshops, Chinatown, San Francisco, 326
Swift, L. B., on relief agencies, 166
Syphilis, 323
  Curability, 290
Syracuse, N. Y., 92

T

Talking books, 229
Tamaqua Underwear Co., 325
Taxation, 297, 221
Taylor, E. M., Mike takes his pen in hand, 157
Taylor, Graham, 162
Taylor, Lea, 162, 185
Taylor, P. S., A step left, 344
Teachers, fredom for, 129
  Married women, 260
  Oath of loyalty, 288, 292
  Psychiatric examination of, 164
  Supply and demand, 167
  Training in the education of workers, 261
Teachers College, 168
  Adult education, 259
Teachers Insurance and Annuity Association, 216
Teeth, 387
TERA, New York State study, 360
Ten greatest living Americans, 239
Tenement earnings, 17
Tennessee, 347
Terpenning, W. A., 187
Texas, 223
  Rural rehabilitation, 255
Textile strike, family relief, 307
  Settlement, 318
Thomas Thompson Foundation, 9
Toledo, relief changes, 169
Toys, 357
  Dayton Lending Shop, 355
Trabue, M. R., 184
Trade terms for quality, 351
Trades Disputes Bill, 125
Transients, 208, 225, 255
  FERA and, 195
  Treatment, 166
Tuberculosis, 51, 165
  Campaign, 88
Tugwell, R. G., position at Kansas City, 179, 180, 181, 187
Tugwell Bill, 16, 48, 127
Tulane University, 356
Turner, R. E., 293
Tuskegee Institute, 398
Tygart Valley, W. Va., 24

U

Umstattd, J. G., 167
Uncle Sam and sickness bills, 158
Unemployability, 50
Unemployed, exhibit in Washington, 162
  Local governments and, 328
  Medical relief problem, 48
Unemployed producing for the unemployed, 338 (ills.), 339
Unemployment, 184
  Community action and, 22, 55, 90, 134, 169, 223, 255, 327, 360, 391
  Compensation to the worker for, 10
  Effects on children and youth, 228
  Last five years (chart), 306
  Pamphlets on, 225
  Uneven, 136
  Women at the breaking point, 291
  Youthful reactions to, 285
Unemployment and Social Insurance, call for conference on, 325
Unemployment insurance, 68, 192, 206
  Britain, changes, 294
  Congress and, 18
  Federal bill to encourage state legislation, 47
  New Hampshire, 388
Unemployment relief, census, 56
  President's new policy, 72
Unemployment reserves, 261, 262
Unions, agricultural, 326
United Hospital Fund, group plans, 164
U. S. Employment Service, 389
University in Exile, 293
University Professors, American Association of , 19
Unwin, Sir Raymond, 348, 349
Utah, work relief, 361
Utah, University of, 321

V

Van Kleek, Mary, (*See Kleek*)
Vassar College, honor roll, 206
Vehicide, 21
Vermont, federal relief and local overseers of the poor, 156
Virgin Islands, 329
Virginia, 24
Vision, 214
Visiting-housekeeper service, 291
Visitor (skit), 284
Vitamins, commercial foodstuffs and, 226
Vocational guidance, help in, 293
Voters, Wisconsin's education of, 292

W

Wage contracts, 261
Wages, FERA and, 391
  Scrip as, 388
  Theory of, 365
Wagner, Senator, 125
Wagner-Lewis Bill, 192
Walker, M. L., Civic gambling, 350
Wallace, H. A., 16
Washington, D. C., labor legislation conference, 70
  Social work conference, 67
  Unemployed exhibit, 162
Washington, F. B., 183
Waupun Prison, 292
We had to use our wits, 287
Webster, L. ., The poormaster meets Uncle Sam, 156
Weinberg, R. C. (letter), 30
Weirton Steel Co., 18
Welch, Va., cultural project, 356
Welch, Dr. William H., obituary, 163
Welfare, 67
  Standards, 68
Welfare Island, 386
  Expose, 48
Wellesley College, Summer Institute, 130, 325
Westchester County, land value, 169
What a Relief, 284
When clients are set in their ways, 219
White, R. C., 186
White-collar temperament, 374
Whitlock, Brand, death, 205
Whitney, M. T. (letter), 301
Whitney, Travis H., 64
Wichita, How Wichita unsnarled relief, 120
Wilcox, F. M., 186
Wile, I. S., Five Hundred Delinquent Women, 346
  Minimums, 220
Williams, Aubrey, at Kansas City, 182, 186
  On the outlook, 276
Williams, F. E., The challenge of Red medicine, 78
Williams, Pierce, 319
Williams, S. I., 23
Wilmington, Del., 24
Wilson, G. S., death, 336
Wilson, M. M., 23
Wilson, R. S., 225
Winchester, H. P., Why social work should be public, 148
Winkler, Lydia, 325
Winslow's A City Set On a Hill, 92
Wisconsin, 24, 347, 393
  Adult education, audit, 18
  Compensation, 301
  Plays, 324
  Political education, 292
  State radio, 130
  Unemployment reserves, 261
Wise, S. S., 143
Witte, E. E., 253
Women, discouraged woman, 155
  Earnings at forty, 204
  In Washington, 385
  Professional, relief, 257
  Unattached, 183
  Unemployed white-collar women and relief, 291
  Working women, 330
  Workless women in Philadelphia, 73
Woodcock, L. E. (letter), 62
Woodson's The Negro Professional Man and the Community, 267
Work, 342
  Outlook for more, 274, (ills.), 275
Work projects, 255
Work relief, 198
  Educational, 255
  Heads of families unfit for work, 23
Workers' education, 358
  Plans for, 128
Workers Unemployment and Social Insurance Bill, 376
Workmen's compensation, *See Compensation*
Works Division, 113, 169
Wright, Henry, 348
Wrigley Co., 261
Wyoming, 361

Y

Yale School of Nursing, 238
Yarros' Modern Woman and Sex, 59
Yellow fever, 254
YWCA, camping (ills.), 146
  Social program, 204
Youth, business urge, 285
  Effects of unemployment on, 228
  Passivity and lack of planfulness, 286
  Problems, 259
  Study of boys and girls, 285
  Without work, 285
Youth Congress, 397
  Split on dictatorship versus democracy, 289
Youth Week, 130

Z

Zimmer, V. A., 389

THE SURVEY

Vol. LXX. No. 1 MONTHLY January 1934

CONTENTS

FRONTISPIECE.....*Portrait of William Hodson* 2

OUT OF THE DEPRESSION.....*Edward L. Ryerson, Jr.* 3

SOCIAL WORKERS CAN HELP.....*Robert D. Kohn* 7

SKILLED NURSING FOR ALL.....*Richards M. Bradley* 9

DESIGN FOR ATTACK.....*Ernest G. Draper* 10

THE LADDER.....*Adelaide Love* 11

BIG-HEARTED CLIENTS.....*Gertrude Springer* 12

COMMON WELFARE..... 14

INDUSTRY..... 17

EDUCATION..... 18

HEALTH..... 20

UNEMPLOYMENT AND COMMUNITY ACTION..... 22

JOTTINGS..... 25

BOOKS..... 26

COMMUNICATIONS..... 29

GOSSIP..... 31

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SO THEY SAY

The way to protect any single minority is to protect all minorities.—*American Civil Liberties Union.*

Public relief can be as good as the best, and it's going to be and it's got to be.—*Homer Folks, New York.*

That business is service is one of the greatest discoveries of modern times.—*Edward A. Filene, Boston, in The Rotarian.*

Grown ups, when lost, strayed or stolen, behave worse than children.—*Alice McMaster, Travelers Aid Society, Chicago.*

The largest one barnacle on the bottom of government is the township system.—*Frank Bane, American Public Welfare Association, Chicago.*

Inflation: the action of inflating or distending with air or gas; the condition of being puffed up with vanity, pride or baseless notions.—*Oxford Dictionary.*

Sometimes the tyranny of an inflamed majority may be more unendurable than the tyranny of an insane king.—*Bernard Baruch in Saturday Evening Post.*

NRA has a special significance to the Jews: it stands for "*Nicht reden asach*" or "Don't talk too much."—*Samuel Levy, borough president of Manhattan, New York.*

Yes, all it needs is cooperation, nothing but cooperation. And I know who's got to furnish the cooperation.—*Anna Craft, the district nurse in Dorothy Canfield's Bonfire.*

In our dogmatic opinion the worst thing people can do with their spare time is to waste it in telling people what to do with their spare time.—*Howard Brubaker in The New Yorker.*

It is such a comfort to hear "conservative" used as a general term of opprobrium!—*Susan Lawrence, parliamentary secretary of the last British Labour Government, in USA to study NRA.*

Ours is an aging population and only adult education can combat the smug inertia of a community dominated by the conservatism of age.—*Edmund deS. Brunner, Teachers College, New York.*

The relationship between work and reward has degraded our conception of work and leisure alike. The only thing that has relieved us has been our hobbies.—*Prof. Vida F. Scudder, Wellesley College.*

It is hard to make a professor of economics understand what it means when a business man lies awake thinking where the next payroll is coming from.—*Raymond C. Moley in Barnard College Alumnae Monthly.*

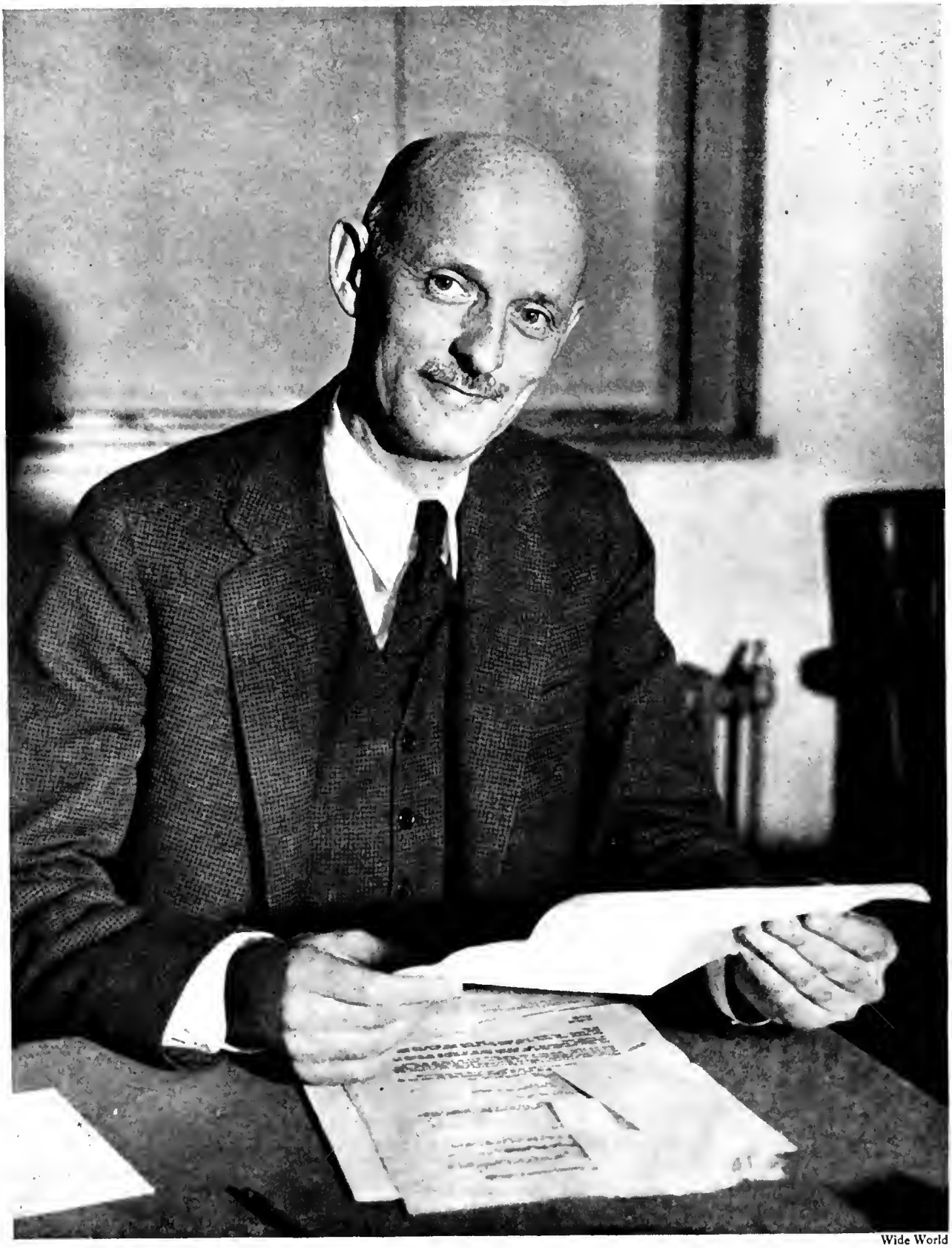
People attend church and participate actively in organized religious undertakings today in the degree to which they are touched by the genius of their pastor.—*Norman Woelfel in Molders of the American Mind.*

Two ways in which the crime-wave in this country can be dealt with is the infliction of physical pain and the inculcation of the fear and love of God in man.—*Rev. Elbert W. Van Aken, Kenilworth Baptist Church, Brooklyn.*

When those of us who want better government are able to express our ideas in simple terms, like "big bad wolf," maybe we'll have more success in getting our ideas across.—*Louis Brownlow, Public Administration Clearing House, Chicago.*

A museum is no substitute for bread and a playground is not a roof against a winter sky. I do not care to be a party to any attempt to set up an ornamental facade for a social system that cannot find work for its people.—*Raymond B. Fosdick, NRA Committee on the Use of Leisure Time.*

The adult-education movement of the future must concern itself more and more with providing opportunity, not for individuals here and there, but for large groups of citizens to achieve that all-round organization of their lives which must underlie any substantial progress toward a planned society.—*Report of the president of the Carnegie Corporation, 1933.*



Wide World

MR. COMMISSIONER HODSON

"We must participate in change," said William Hodson, accepting the presidency of the National Conference of Social Work. Consistently he has resigned as director of the New York Welfare Council to become commissioner of public welfare

THE SURVEY

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1934

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Out of the Depression

By EDWARD L. RYERSON, JR.

President, Council of Social Agencies of Chicago; Former Chairman, Illinois Emergency Relief Commission

THE story of one business man during the first three years of the depression may be of interest to readers of The Survey because business men all over the United States have shared similar experiences. Chicago's story, too, may be significant because our problems have been every city's problems, concentrated and exaggerated.

I didn't step deliberately into the relief business. I was swept into it. My interest in local welfare as president of the Council of Social Agencies of Chicago led naturally to a responsibility for the expansion of the private relief agencies. Broader relationships, including leadership in public and private emergency relief, followed as a matter of course. As chairman of the first Illinois Emergency Relief Commission, and a member of President Hoover's Advisory Committee on Unemployment and Relief, I was soon involved in the formation of state and national policies. It all happened so swiftly that this is my first opportunity to analyze those tense and significant years, 1928–1933. In telling the story as I saw it, I shall not say much of the practical difficulties encountered by a business man in this new field, or describe the extraordinary accomplishment of the experienced workers who expanded their services overnight to meet the responsibilities of the days that followed. All that is two other stories.

Studying the charts of current business trends and making monthly analyses of favorable and unfavorable indexes, we men of business made our forecast for continued prosperity through 1928 and 1929. Charitable organizations demanded little of our attention as budgets were easily balanced and developments into new fields of welfare were keeping pace with the rapid expansion in every community relationship.

We paid little heed to our friends among the intelligent social workers who spoke frequently of the increased load of family relief organizations, and urged that committees be appointed to forecast future needs and find ways of meeting increased burdens. These suggestions seemed out of keeping with the prosperous days that we were encountering in business. We might have been more intelligent in our own planning and avoided many mistakes if we had paid more attention to the signals of distress so clearly seen by the relief agencies.

Outdoor family relief in Chicago and Cook County had been well organized for many years and was similar in most respects to the plan used in other large cities. Through our Council of Social Agencies, duplication of effort was curtailed and a division of responsibility between public and private work was well established.

THE county Bureau of Public Welfare was efficiently conducted with trained workers handling a case load in keeping with the limited budget established by the County Board, which allowed approximately $500,000 per year for outdoor relief. Careful case studies were made of all families assisted, and good team-work with all other public and private agencies dealing with these families assured a comprehensive program of medical care, child-placing and other necessary help. During 1928 and 1929 the public relief agencies, including the Bureau of Public Welfare, were providing about 75 percent of the entire outdoor relief in Cook County. The private agencies that reported their case load and cleared through the exchange carried the remaining 25 percent.

In spite of repeated warnings from relief agencies and indications of rapidly mounting distress, we business men remained unconvinced of the need for any special action until early summer of 1930, when the Council of Social Agencies finally organized a new committee of business leaders and staff members of family relief agencies to decide what should be done. At about the same time President Hoover called Colonel Arthur Woods to Washington to

head a National Committee on Unemployment. On August 27, 1930, Governor Emmerson of Illinois appointed a state commission on unemployment and relief, to find ways and means of stimulating employment and awakening community responsibility for our local agencies. But by the winter of 1930–31 things were moving too fast for such a program to be of much help.

RATHER than create new machinery to deal directly with all problems involved in furnishing food, fuel, clothing and so on, to those in want, the governor's commission decided to lend its support to the expansion of our existing agencies. The result was our first joint drive for private funds, to be used exclusively by organizations already equipped to handle the rapidly growing load. A certain portion of this fund was set aside for work relief, in addition to the direct relief distributed by public and private agencies. The first joint fund was not a community chest, but a supplementary fund for a relatively small number of welfare agencies. Our goal was $5 million and we hoped it would meet the deficits caused by the depression in the budgets of the participating agencies. At the same time, every possible effort was made to increase the budget of the Bureau of Public Welfare. Due to the unfortunate condition of city and county finances, no increase in taxes was possible. We succeeded, however, in putting through a special county bond issue of $2 million for poor relief. Although no sale of the bonds was possible, the county was able to use them in payment for food bought under contract.

That is how we met the winter of 1930. Our first governor's commission was a queer hybrid, born of the exigencies of the time: a joint fund-raising committee for Chicago and Cook County; a budget committee for the private agencies included in this fund; and a stimulating committee to urge other communities throughout the state to raise special funds through private subscription and taxation for the support of their local relief agencies. In Chicago, our public and private agencies worked smoothly together, with public agencies still carrying about 75 percent of the total needs.

In the summer of 1931 President Hoover recognized a national emergency by creating a new Committee on Unemployment Relief, under the direction of Walter Gifford. Governor Emmerson, in Illinois, reappointed and reorganized our state commission. Business men and social workers in Chicago now faced the realization that what we had previously thought of as extreme measures were of little value in dealing with the burdens crushing down upon us. Private funds, as well as tax funds, were being rapidly exhausted. Here let it be recorded that both our committee in charge of the $5 million private fund and the County Board did not hesitate to spend the sums needed at the moment to relieve distress regardless of future budgets. We saw our responsibility to care for families today, not to make funds last as long as we had hoped they might.

By August 1, 1931, all funds, both public and private, available for Cook County and many other industrial counties of the state were exhausted. In Cook County a new citizens' committee, the Joint Emergency Relief Fund, undertook a second joint drive to raise $10,500,000, the estimated emergency requirements of our private welfare agencies for the year 1931–32, over and above their normal income. The contributed income of Chicago's private agencies was approximately $7 million for 1931.

A special session of the state legislature was called early in September to act on certain important tax measures and to give consideration to the relief needs of our public agencies.

During all those tragic winter months of 1931–32 those of us who were accustomed to the orderly procedure of a well-organized commercial office found nothing but chaos at every turn. Our business interests demanded immediate curtailment of employment in order that we might continue to operate at all, and our relief activities demanded that we find new ways to maintain the lives of those for whose unemployment we were responsible. Day after day the conflict and unavoidable inconsistency of our actions were repeated, while the tide of distress rose swiftly and steadily, with no adequate relief in sight either for those who lacked the necessities of life or those who were attempting to provide them.

But again during those desperate months of the early winter of 1932 we determined to expend the money available as the need demanded, having faith that contributors and legislators would act again when the present funds were gone. No one with a human heart could have done anything else. When the private welfare agencies, especially the family-relief group, found their case loads mounting beyond any possible prediction, we took another cooperative step. The private family-relief agencies pooled a part of their staffs and created a joint unemployment relief service, financed by our Joint Emergency Relief Fund and under the fiscal control of the American Red Cross. This impartial, city-wide service, free from control by church or racial groups, serving all unemployed families on the merits of each individual case, proved immediately effective.

THOSE of us who believe strongly in independent initiative and personal responsibility for private charity have maintained during all this national emergency, that our private social agencies must be kept alive as an outlet for that great generous impulse that springs from the human sympathy for one's fellow-men, as well as to experiment and act as a check and control on public social services. To this end we tried to keep those agencies functioning on some basis that we could reasonably expect to maintain after the depression. One great advantage of the new joint service, was, we felt, that we could avoid the pitfall of building individual agencies beyond the limit of individual responsibility and independent control. We were glad to see the case loads of our private agencies drop as they transferred many families where unemployment was the chief trouble to the newly created Unemployment Relief Service.

But our joint service had no sooner proved its efficiency than protests began to be heard from various groups. Committees complained that no members of our staff in neighborhoods where French families needed help had sufficient understanding of the national characteristics properly to interpret their needs. Similar delegations appeared with equal protests from Swedish, Polish, German, Negro and many other races, including Filipino students unable longer to find homes or funds. Members of political parties contended that their loyal precinct workers were best qualified to deal with the needs of those neighbors whose habits of life were so well known to them.

Most insistent in its demands for special representation was the Central Charity Bureau of the Catholic Charities. The very logical contention was presented that through their church contacts, members of the same faith could

best interpret the needs of their members in distress and could best bring them both material and spiritual assistance. The use of Catholic workers was not, however, sufficient to give full sympathetic understanding to the problem. It was contended that the relationship to serve effectively must become definitely a part of the church program. Under these influences and criticisms, dissatisfaction with the joint service began, and soon in spite of complete agreement on behalf of most of the agencies participating, the Central Charity Bureau withdrew and requested the transfer of all Catholic cases to their own Central Charity Bureau operated in conjunction with the St. Vincent de Paul Society of lay workers.

The immediate result of this change in policy was seen when the relief load and current budget of the Catholic Charities increased from 10,520, to 26,284 families, at the very time when the burden of all other private agencies was being steadily reduced.

With general conditions getting worse from week to week, and with this divided responsibility for unemployed families, we entered January 1932. Every available resource, including our $10 million fund, was exhausted; and no action yet taken by the state legislature, though social workers and business men agreed that state action was the next unavoidable step.

IT was a dramatic moment in the history of the Illinois Assembly when during the night of February 3, after a continuous all-day session, a series of bills providing $20 million and creating a new Illinois Emergency Relief Commission, were passed with just enough votes to carry the emergency clause. With Governor Emmerson's signature on February 6, funds were assured to continue relief in Cook County and Illinois.

The new state commission found the relief business in Cook County operating on a basis which exactly reversed our normal relationship. Our private family agencies, including the joint unemployment relief service, were now furnishing approximately 75 percent of the total needs and the Bureau of Public Welfare of the county only about 25 percent.

At its first meeting the commission adopted the general policy that insofar as possible all state funds under its control should be dispensed through public relief agencies. In order, however, to avoid disrupting the relief machinery that had been carefully built up, the Bureau of Public Welfare of Cook County, by mutual consent of all the agencies concerned, took over full administrative control of the joint service which the private agencies had created. Assistance from state funds was given to the private family-relief organizations that had exhausted their own resources, until such time as it became possible to assume their own obligations. To hasten this day steps were promptly taken further to reduce their case loads by additional transfers of all strictly unemployment cases to the county bureau. This action, combined with another joint private fund-raising campaign in the fall of 1932, would, we hoped, eliminate state commission funds in the support of all private agencies not later than December 1, 1932.

As citizens and members of the boards of various privately controlled welfare agencies, we business men were vitally concerned with the general permanent welfare of the community. We believed that the only possible protection of the future usefulness of such agencies rested in our ability to finance their needs independent of any subsidies from state or federal funds.

It is probable that no one, not even our best judges of social trends, foresaw that the crisis we faced and met so successfully by legislative action in early February 1932, would reoccur just six months later. By the end of July all agencies in Cook County, public and private, were again without funds.

On July 6, 1932, I talked informally with President Hoover. He spoke very strongly of the lasting damage that would in his opinion be wrought by the establishment of any federal relief program. He particularly emphasized the fact that the rich state of Illinois should be the last one to come to Washington requesting help. I admit that I fully agreed with him. But on July 20, just two weeks later, the so-called Wagner Bill setting up a federal relief fund of $300 million for the RFC to distribute as loans to the states was signed by the President—and on July 27 after a presentation of our desperate situation to the board of the RFC, their first allocation of federal relief funds was granted to Illinois for $3 million—a striking illustration of how readily one's state of mind can adjust itself to accept new conditions and new methods provided the emergency appears great enough to warrant such readjustment.

Radical changes in attitude were by no means limited to local groups. Federal authorities, even those who were transferring their responsibilities to a new administration, were finding cause for a change in viewpoint. Let me recall that federal assistance under the original Wagner Bill and supervised by the RFC, demanded that funds be advanced to state and local communities as loans. The well-staged bluff of the RFC was used frequently to conserve the funds in dealing with greedy or desperate states. Many important conferences were held with local politicians and citizens brought before the solemn tribunal of the RFC to convince their fellow-citizens back home that further help from the federal government could be obtained only if local funds were also made available.

ALL this scenery helped to avoid the eventual dependence upon direct grants of federal funds—but those of us who watched the wheels go round never really doubted our ability to force approval at Washington of such loans as long as we remained within the maximum provisions of the act.

However, by the clever use of such strategy, sufficient pressure was brought to force many attempts at state legislation for relief. There is no doubt also that many of us as well as our political friends made fervent appeals for passage of state relief bills merely to convince those in Washington of our good intentions. The much abused practice of speaking for the "record" rather than having any serious intent of abiding by the record, was carried far beyond the usual policy of individual performance.

By these means and others, combined with an exceedingly sympathetic and intelligent interpretation of our local problems displayed by the staff in charge of RFC relief funds, we muddled through the winter of 1932–33.

At the request of Governor Emmerson, the State Emergency Relief Commission assumed responsibility for handling these first federal funds and I believe it may be said truthfully that our experiences served to a considerable extent as a guide and testing-ground for federal funds applied to other states during the months that followed.

Looking back, I feel that the winter of 1932 was probably the most critical time of all for every relief organization, whether dependent upon federal, state or private funds.

Local governments, facing the impasse of not being able to finance their own payrolls because of constantly shrinking tax collections, were quickly transferring their relief burdens to state and federal commissions. Board members of private agencies as well as large and small contributors were looking for new ways to reduce their budgets by placing greater burdens on federal funds, in the suddenly accepted belief that the federal government was the only resource to meet the needs of every community. But the social worker who for years had advocated a policy of federal aid was enthusiastic over the prospects of accomplishing great advances in the field of public social service.

With unemployment continuing to increase and with Illinois having reached the point of complete dependency upon federal funds for relief purposes, the second half of 1932 brought about a radical readjustment in the public viewpoint. In the third winter of depression, with no evidence of industrial reemployment, a national election seemed to offer the only hope of returning prosperity. How real this hope was to the people of the land, was indicated by the vote that was given to the new leadership.

These sweeping changes in national and local political control created new difficulties in responsibility for important local relief plans. The increasingly dangerous habit of demanding federal help as long as federal funds were available made demands for local legislation for further relief funds practically useless.

The uncertainty of our existence, moreover, made those of us who still believed in maintaining the independent initiative and control of private charities, more than ever convinced of the importance of clear-cut distinctions in the responsibility for financing these agencies as against financing public unemployment relief.

WITH a third joint private campaign for $7,500,000 well under way in the early fall of 1932, it was agreed to maintain our earlier decision and discontinue any use of federal or possible future state funds for our private agencies.

Almost immediately upon the formal announcement of such a policy, alternate plans were presented by several groups in the community. Chief among these was the Catholic Charities Bureau, which argued that relief could be more efficiently administered by their dealing with their own people through volunteer service.

Their offer to take over all state or federal unemployment relief to those families of Cook County which were already being served by 350 or more parish organizations, with the consequent reduction if not complete elimination of any overhead expense, seemed from the simple standpoint of administrative cost a proposal of merit.

In spite of the fact that out of the depression there has arisen a better understanding of the values of trained and experienced workers, the demand for a disbursement of 100 percent to the needy still carries a popular appeal. It is a good slogan, but during one rather tense discussion of this subject with Governor Emmerson, I remember saying that I would be willing to eliminate every cent of overhead for trained salaried investigators if he would double the relief funds available and accept the consequences that were sure to follow. For my part, I indicated that I would feel perfectly justified in doubling our existing overhead expense if by so doing we could reduce the total relief expenditures of the state.

The proposal, however, to enter into such an arrangement with one individual church group in caring for those of their own faith injects a serious question into the problem of state or federal relief. In our discussion, it was assumed that the Central Charity Bureau was sufficiently well equipped with an experienced staff of volunteer and employed workers to handle any cases that might come to their attention, efficiently, intelligently, at a greatly lower cost of overhead administration and with a much more human contact with those who needed help. It was held that the true Christian spirit of charity would by this arrangement be brought again into the lives of both those who received and those who gave of their service.

SUCH arguments made a strong case for continuing this kind of privately managed charity with state or federal money. The relationship between the church and its relief function was naturally and properly so closely interwoven that one could not be dissociated from the other. The mere dispensing of relief without spiritual help to those who most needed encouragement would, to any good churchman, be a serious defect in the function of the church.

One vital consideration, however, was neglected in all our deliberations: Can government legitimately expend the money collected under taxation for the support and expansion of the work of any church group, even in the name of charity and even in an emergency such as faced the country during the winter of 1932?

If the people of Illinois had been face to face with a devastating plague or on the brink of starvation with such an arrangement offered as the only method to save the lives of thousands, it is conceivable that all questions of separation of the control of church and state might have been disregarded for the immediate needs of the people.

Here in Chicago, however, was a carefully developed plan for control of relief by proper state and local public authorities, fully organized on a sound basis, with independent maintenance of private charity provided for through the normal sources of private contribution. The disruption of such a plan is a serious matter.

Under pressure of strong influence, with political expediency as a talking point, action was taken by the state commission in November 1932, by which state and federal funds were appropriated for the use of one church relief organization as a permanent policy. To many of us this seemed unwise. Some of our private schools are more efficient and better schools perhaps than the public schools in the same community, but is that sufficient reason to demand that the state or federal government pay the cost of maintaining such private schools for the benefit of those who prefer that type of education?

Here is a fundamental question of public policy. Out of the depression has developed an issue that may raise again some of those serious problems that the founders of our country settled so wisely when drafting the Constitution.

Under the stress of our effort to frame sound policies, not knowing from month to month where new resources would be found to meet our increasing demands, we struggled through the winter months of 1933. Early in March our relief agencies were threatened with another financial crisis in addition to the national bank holiday; but the pronouncement of a New Deal was given on March 4. The receipt of the staggering total of $45 million for Illinois relief, the maximum available under the original federal act, had been completed during this eventful month. Perhaps Illinois was again the cause for a change in national policy,

for an early act of the new Congress removed the maximum limitation for any one state under the RFC relief act and again the sympathetic members of that board made further advances to our state. Thus the necessities of life for a million and a quarter people in the rich state of Illinois were maintained through March and April and our advances from RFC funds reached the final total of $55,443,721.

On May 12, 1933, the Federal Emergency Relief Act of 1933 was signed by President Roosevelt. Five hundred millions of dollars were by this act placed in the hands of a new federal relief administrator to be distributed as grants rather than loans. The first grant from this fund was to our state commission to meet our immediate requirement for that month of May on the "matching basis" required by a provision of the federal act.

Two great things happened during the early spring of 1933. The New Deal was fulfilling the hope of those of us who had been trying to steer the ship. We now had a chartered course to follow. Something else occurred that we had longed for during all these long years of unrest: the relief load began to decrease. If our index of dependency meant anything, here was a significant indication of improvement and a forecast of increased industrial activity.

A new administration at Washington and an immediate acceptance of federal responsibility for unemployment relief as an aid to state and local governments definitely established responsibility for meeting the relief needs of every community. What will be the outcome of this acceptance of responsibility by the federal government? Will permanent federal subsidy of local relief organizations come out of the depression? These and many other questions will be settled largely by the policies adopted, not by Congress through enactment of new laws, but as a result of the acts of the federal relief administrator. He may create conditions which will so influence local communities that their representatives in Congress will be forced to pass laws to maintain those conditions for many years to come.

His responsibility extends beyond the existing emergency. Out of this depression will come new models for our relief machinery and new national policies which will dictate the policies of those who assume local responsibility for meeting human needs.

It has been generally understood by those who have studied the problem, that the use of federal relief funds should, under ideal conditions, be restricted to disbursement by public relief agencies created to serve the people of every race and creed in any community where such aid is needed. This theory was confirmed by the earlier instructions issued by the new federal relief administrator. I realize that a rigid application of this decision presents serious problems to a federal relief program. Public agencies in some communities are so subject to political party influence that any added resources through federal funds can bring only one result—greater waste of the monies appropriated and increased abuse in distribution.

In still other communities no public agency exists, and all relief is being dispensed through well-established private agencies either non-sectarian or under the guidance and control of some church or racial group. Should federal relief be granted such a district only on condition that a new public agency be created, seriously damaging the future continuance of private charity and encouraging local governments to depend upon federal help for their local needs? These and many other questions must be answered by the administrators of the New Deal. In many instances a solution on the basis of what appears to be the only sound national policy must result in serious difficulty and great inefficiency from the local point of view. A choice between two unsatisfactory solutions must be accepted.

Fundamental principles and questions of vital permanent policy are, however, at stake in the final working out of these difficulties, and those that have assumed the leadership and accepted the responsibility must recognize that their actions will in a large measure determine the procedures to be followed for many years ahead. On these grounds decisions must be based only upon sound, intelligent plans that respect the equal rights of all the people. The application of such decisions must be justly and honestly interpreted by the people themselves, by means of their unrestricted right of democratic government.

In such momentous times when each day brings a new set of conditions, it is hardly to be expected that complete agreement can be found on every question affecting our national life, or that we can take action which will be final, or will result in immediate success. However, through all the perplexities of the complicated relationship between personal liberty, religious belief, education and government, certain simple fundamental principles have stood through long years of testing, and to these we must hold as a solid foundation on which to build a new structure for better social welfare.

More assurances of the acceptance of those basic principles upon which this country was founded will give new enthusiasm and support for the far-reaching plans of this new administration. Such a policy combined with our own effort to understand and apply these principles will finally bring order out of chaos and a great period of reconstruction and sound betterment out of the depression.

Social Workers Can Help

By ROBERT D. KOHN
Chief of Housing Division, Public Works Administration

DURING the next year or so there should be interesting developments in the United States in the direction of municipal housing. Already many cities over the country are indicating a desire to take advantage of the provision of the Recovery Act whereby in addition to loans, 30 percent grants may be available for housing built by a municipality or by a housing authority. Furthermore, a federal housing corporation has been organized to take the inititative in slum clearance and low-cost housing projects in cases where local agencies are unable or unwilling to act promptly. Such projects will be undertaken by the Public Works Emergency Housing Corporation only upon initiative of and in cooperation with local officials and groups of responsible citizens and civic agencies.

This is progress, but there are few actual plans for specific projects. Why? Because without a much greater interest than has been evidenced to date on the part of the public at large (other than those badly housed) it is obviously not possible to develop a well-planned program of any magnitude. Washington cannot do the whole job. Public opinion must be aroused. Until the public itself displays a determination to put over public housing, comparatively little can be accomplished. To date in fact only two states, Ohio and New Jersey, have passed enabling legislation

to permit public housing.[1] The public must be educated.

What are social workers going to have to say about this whole program? In the past they have been the most active group in complaining about existing conditions and promoting tenement-house legislation. Their constructive help is needed in the current situation. Have social workers familiarized themselves with the provisions of the act whereby the first constructive effort on a large scale may be made to remove one of the most fundamental disabilities of the low-income groups? Why have they done so little to make their cities understand the current housing problem and the current opportunity? In my judgment here is a special challenge to social workers. Why, except in occasional cases, have you social workers made so few suggestions to the housing division of the PWA for the formulation of standards, the selection of tenants and principles of management in future housing projects? Who is better qualified to contribute from a rich experience in helping to find answers to problems which the housing division will soon be called upon to face? It will be too late to offer your cooperation after the houses are built, for other interests—less altruistic perhaps, but more alert—will have gotten in on the ground-floor. Moreover, a clear conception of how this new low-cost accommodation is to be used must permeate the process of its design and construction.

Someone has said that social workers look on their program as specialized, and that they are not concerned about all its implications. Here is an opportunity to refute that criticism. Are you not primarily concerned with the way people live? Whereupon, I urge you to organize local campaigns, or join with others who may already have initiated them for the education of public opinion.

YOU know that bad housing does not pay economically. The sentimental reasons for its elimination have been played up sufficiently. The outrage on human decency which the slum perpetuates is known to you, perhaps better than to any other single group; now try to make the public understand that it is poor business to promote the well-being of one third of the public—as far as housing is concerned—and turn its back on the lower two thirds. Compute the high costs of prisons, of hospitals, of maternity and infant mortality and so on, for slum-dwellers. Compare these figures with similar ones in areas where decent living is possible. In many cities much material will be found in available census data, and through using geographically constant census tracts as units, about which further comparative information is to be gathered, the task will be made easier.

For example, the following statistics, referring to two areas in Cleveland (census tracts) each with a population of 100,000, have been compiled by Howard Whipple Green. One is an old slum district with a decreasing population, the other a new, attractive, growing area. Over an eight-year period in the first area there were 210 murders; in the other there was one murder. An undercover survey revealed that in the slum area there were 164 houses of prostitution compared to seven in the new district. Similarly there were 48 boys per thousand, compared to 16, brought before the juvenile court; 88 infant deaths per thousand compared to 38, and 92 cases of tuberculosis on a given date compared to 56. Compute the social costs for this vice, crime and disease! Again, cities all over the country are bankrupt because taxes cannot be assessed, much less collected, to cover costs of operation. If this is so of the city as a whole, how much greater is the deficit in slum areas? In some instances the cost of merely supplying necessary public utilities to these districts is ten or fifteen times the taxes collected from them. If the municipality would capitalize the amount—or even one half the amount—it pays out annually in excess services in a slum area, new housing would be subsidized probably as much as 35 percent as a measure of municipal economy.

Further, social workers must join with forward-looking city planners who realize that housing surveys must be made one of the bases of a city plan, that the development of new housing must be considered in its relation to available industrial, recreational, educational and other community facilities and the future plan of the city based on our best judgment of what are to be the opportunities for decent working and living. Surely the cooperation of social workers will be valuable in making the necessary studies. Such studies often will reveal that slum areas are not the best location for new housing. The reverse may also be the case, in which instance join in opposing selfish interests who do not care that what may be profitable to them as landlords constitutes a liability to the community. Let me illustrate: The owners of one of the worst slum areas in a certain city (some of its "best old families") are objecting to its demolition since its rundown tenements with two- and three-dollar rooms rented to Negro tenants pay 20 percent on their investment. Similar situations will continue to exist unless all civic-minded individuals and groups get busy.

Finally, presupposing enabling legislation, presupposing a convinced public, who will sit as members of local public housing authorities? The answer to this question is of paramount importance, for no matter what rules and regulations may be laid down by Washington, in the last analysis capable local administration is vital. Local managers will be selected by their local authorities. In one city I regret to say where a municipal housing commission has been appointed, pending legislation which will permit of an authority created under a hoped-for law, the members are mostly political appointees with but the faintest qualifications for their responsibilities, honest though they may be. See that this does not happen in your city. The federal government cannot finance the slum-clearance projects of the United States. It can at best make a few demonstrations experimental in their nature. They must be made with the cooperation of local groups of socially-minded citizens intent on creating a public opinion which will carry on what will surely prove to be the major task of city building of the next two decades.

AS individual citizens you can help of course, but as an organized group of social workers you can be far more effective. How you should organize I do not presume to say, but that we in Washington need your active support and advice I do say without reservation. Through sad experience we all have been forced to the conclusion that private initiative can at most supply good housing to only the upper economic half of our population. Public housing is here in theory. When will it be here in fact? Will it be wisely planned and administered? Will you do your share to see that the answers are in the affirmative?

[1] Legislation enabling communities to create Housing Authorities is under consideration in a number of other states including Maryland, Delaware, New York, Illinois and South Carolina. The charters of two cities, Milwaukee and Los Angeles, are said to include the necessary powers to construct and own and operate housing.

Skilled Nursing for All

By RICHARDS M. BRADLEY
Trustee, The Thomas Thompson Trust, Boston

AS it is now conducted, American nursing has failed to give either adequate service to people in their homes or adequate support for the great body of women who have been trained to give it. Much effort has been expended by leaders in nursing and health work to convince people that sooner or later in every family there comes a crisis of severe illness, such as pneumonia, when skilled care is absolutely essential in order to check infection or to prevent needless suffering and save life. Nothing can be more true, but we have not made it financially possible for the ordinary family to obtain what we tell them is essential in such emergencies. In this respect, we are going back rather than forward. There is less and less care of cases that require continuous, skilled nursing in the home, and even in the hospital this service is paid for only with difficulty. At the same time, even before the depression, there was widespread unemployment and underemployment of graduate nurses, despite the need for what they were equipped to give, and in recent years their plight has become increasingly bad.

Unfortunately this lack in bedside service has an effect extending beyond the calamities that result to both individual families and nurses. Those of us who believe that our organized health work must combine nursing of the sick with health education and preventive work are well aware that failure at this vital point means impairment of the morale and reputation of the whole service. It will not do to send out our public-health nurse to instruct the people in their homes and to help them in sickness by her skill as a visiting nurse, and then have service fail when the need is most keenly felt. Obviously the visiting nurse cannot give day and night service herself and carry on the rest of her work. As things are now, she often is forced to turn her back on cases that, as she knows, and as the affected family knows, are in desperate need of skilled continuous nursing. The program of her organization cannot cover this need, and she must fail them at a point where failure is most conspicuous and most disastrous to her standing in the community.

There is only one way to avoid this dilemma. She must have a nursing system back of her that is capable of giving day and night nursing service whenever the condition of the patient requires it. Such a service is practicable, and has not been lacking for want of skill, devotion or diligence. It has been lacking because those who have trained and directed skilled nursing have failed to recognize one element of capital importance; namely, that while in the aggregate there are many serious emergencies of sickness, for which the very best nursing is absolutely required, yet the chance is small that such a case will happen to any one individual in any single year. The same reasons that have pointed to the necessity of distributing exceptional hospital payments through the use of some form of benefit organization, point also to the same solution for the extended use of skilled nursing when needed in the home as well as in the hospital. Yet, the nurse is being forgotten. We hear little or nothing about distributing the costs of nursing by this method, although in other countries extensive systems have been successfully operated on this principle. In our own country, likewise, through the enterprise of one or two great insurance companies, our visiting-nurse service obtains a large part of its support in this way from the poorest of those who are self-supporting.

During the past seven years a small experiment has been carried on in Brattleboro, Vt., to find out whether or not, in an ordinary American community, good nursing for continuous bedside care can be made available without hardship to the ordinary family foresighted enough to make provision for it. The experiment has of course been handicapped by the depression and has not covered enough ground to obtain statistics of conclusive value as to exact cost. I believe, however, that it has given, to those who have used it, enough security and substantial relief at small expense to justify consideration and further exploitation of its possibilities.

IN 1925, the Thomas Thompson Foundation gave $1000 as a guarantee fund for a Nursing Benefit Association, to which members pay annual benefits of $2 for a single person, $3 for a married couple, and 50 cents for children under 16. Sick members are entitled to benefits up to a total amount of $200 for any one case according to the following schedule: the cost of a visit from a graduate visiting nurse is reduced by one half the regular charge, usually one half of $1, or 50 cents a visit. The cost of continuous bedside care by a graduate nurse is reduced to one third the regular charge, usually one third of $42, or $14 a week. Attendant nurses may be obtained at half the usual rate, ordinarily one half of $27, or $13.50 a week. Choice of a graduate nurse or attendant nurse is determined by the nursing needs of the case. Hospital illness involving an operation brings a benefit of two thirds of a special nurse's salary and board for three days. For cases of pneumonia in the hospital, half the regular pay and board of the nurse or nurses employed is paid. In all cases the balance of the amount is paid from the benefit fund; full rates are paid to all who give the service. Cost of other hospital service, including routine nursing, is supplied by a Hospital Benefit Association, conducted on similar lines and covering costs of an operation above $30 and usually up to $300.

During the first four years and eleven months of service, beginning February 1925, graduate nursing benefits reduced nursing costs to one half of the regular charge, but during the last two years and six months, up to July 1, 1933, this reduction was increased to the present two thirds. The effect of this change in the increased employment of graduate nurses was notable.

Between February 1925 and July 1933, equivalent to 29,891 months of membership, or about 2500 member years, were carried at an average annual cost per member of 91 cents during the period of lesser service, and of $2.18 during the period of greater service. The overhead, con-

sisting yearly of about $300 worth of the time given by the trustees' secretary, has been contributed by the Thomas Thompson Trust.

The subscriptions paid during the first period of lesser service were more than sufficient to pay benefits. During the second period, they were slightly less than sufficient. The deficit over the seven years and five months is about $800 above the secretary's work, an amount that could be easily offset by a slight change in benefit charges. In all, $4625 was paid out in benefits as follows:

	1st period	*2nd period*
For services of graduates in the home	$159.00	$1,890.50
For services of attendant nurses	667.63	1,217.28
For services of graduates in the hospital		691.79
	$826.63	$3,799.57

The people covered have been largely of the same financial status, and cases exceptionally well off or applicants showing probabilities of exceptional liability to sickness have not been accepted. Even in its present undeveloped shape the work has apparently shown itself capable of covering a large part of the people's nursing needs above those now supplied by industrial insurance. The method seems applicable to village groups or to selected groups in larger places. Its usefulness could probably be increased with comparatively little addition to benefit charges so as to give better covering for the most costly emergencies, by paying all or nearly all of the nursing costs in severe exigencies, such as established cases of typhoid or pneumonia. In less acute cases payment of only part of the nursing expense seems desirable.

Such a plan cannot be used successfully without a reasonable amount of care and common sense in the managing department. When worked in connection with the supply of necessary nursing service by the existing service office, it has seemed to afford the means of giving without hardship a large part of the nursing service that the ordinary family needs in case of sickness. (A detailed account of the Nursing Benefit Association in its earlier stages is given in Publication No. 17, of the Committee on the Costs of Medical Care.

Whether we use this plan or find some better method of meeting the problem we must change from present methods for, we have in the existing situation a condition to which we cannot be reconciled.

The scientific training of women for nursing is a new development of our modern world, and new developments of this kind are peculiarly subject to the play of social and economic forces that often divert them from their true purpose, with no one in particular to blame. This has happened with our nursing and has worked both injustice to the nurses and a hardship to those whom they might serve.

Nursing education has been exploited as a byproduct to the balancing of hospital budgets, and, consequently, nurses have been graduated in excessive numbers with defective training for other than hospital work. Much has already been done to remedy this condition, but it is only a beginning.

After graduation too little has been done through service centers to place the nurse where she is needed in the homes or to back her up there, when she is placed.

Almost nothing has been done towards financing the nurse's service so that she may serve in countless homes where she is not now available for continuous bedside service.

The experiment in Brattleboro has not proved expensive or difficult to operate, and, under existing conditions, the application of its chief principles to American nursing is worth consideration by those who believe that making good nursing available to the ordinary family in serious emergencies is an essential part of an efficient public-health service.

Design for Attack

By ERNEST G. DRAPER

Based on the Author's Presidential Address Before the American Association for Labor Legislation

I TAKE it that at this juncture there is a good deal of confusion as to the right point of attack on the problem of adequate compensation to the worker for unemployment over which he has no control. There is in particular one quite vocal group who tells us that we should abandon the individual plant or industry as the center of our plan, and substitute a single state pool from which contributions to workers should be made as the need arises (see The Survey, August 1933, page 281.)

To me, there are three convincing arguments for the plant or industrial fund as against the single state pool. First, this plan stimulates the desire of individual employers to regularize their own plants. Second, while it subsidizes the wastes of unemployment, it also provides a means for cutting down these wastes by constructive machinery of prevention. Third, it gears into the internal structure in industry now being set up under the NRA codes.

Anyone at all familiar with industry knows that the ways to cut down unemployment in individual plants are legion. But many of these ways seldom come to the surface of an employer's consciousness, chiefly because there is no clear and continuous monetary urge in their favor. Some individuals answer that argument by saying that employers are already familiar with these practices and that to put a premium on adopting them would therefore gain little or nothing. This argument is plausible. The only difficulty with it is that it is not true. I remember a conversation I had a few years ago with Richard Dupree, at that time general manager of the Procter and Gamble Company. He was speaking of cottonseed oil interests which his company had recently purchased in the South:

> You know we had an awful time at first with that cottonseed oil proposition. Colonel Procter demanded that we work out an all-year-round production schedule. For the life of us, we could not see how that could be done. The raw product came to us seasonally. It was in liquid form and had to be handled with considerable care or its quality would depreciate. How could we hold it for twelve months while we turned it into manufactured form on a regular production basis? It took us months to solve our

problem, but we did it. We adopted all kinds of revised and new methods of storage and manufacture, too detailed to tell you. But the point is, we regularized the use of a product that had never been regularized before.

I hope no one will try to refute this evidence by telling me that Procter and Gamble is a freak concern. Any company that, in a highly competitive industry, can make a net profit of $9,132,000 in 1932 is the kind of a freak company with which most of us would like to be associated.

My second objection to the single state pool concerns the wastes of unemployment. Let us consider the case of an individual company. Adjoining a large city in the Middle-West is a well-known manufacturer who, I am told, fired about one hundred thousand of his employes at one fell swoop. The city on whose outskirts the plant is situated had to take care of these men. And when I say "city," I mean, of course, the taxpayers of that city. It is reported that those taxpayers paid more than $8 million in relief until such time as the manufacturer saw fit to rehire some or all of his force. It may be that, in immediate saving, the manufacturer gained by this act of social injustice. In the long run he is probably bound to lose. Not only are such practices wasteful productively: they start a chain of ill-will that millions of dollars in advertising can never cancel.

But, granting the manufacturer a monetary saving, consider the loss to the community! That is the kind of loss we could curtail if the responsibility for it were placed squarely upon the employer. But when you put that burden upon the state, or divide it between the state, the employer and the employe, then it becomes everybody's business. And what is everybody's business rapidly becomes nobody's business. As a well-known English economist recently wrote:

> While relieving unemployment, it is just as indispensable that we should at the same time harness all the motives and forces in society . . . to one great effort to reduce unemployment. . . . A scheme either of insurance or relief which makes leaders of industry—whether employers or trade unionists—careless as to the creation of unemployment is a social danger of the first magnitude.

My third argument for the plant or industry fund is that it gears into the new machinery under the codes. Few people outside industry can appreciate the profound change in management which NRA is bringing about. May I offer first-hand experience? The industry with which I am connected is the imported date-packing industry. We are very small, as industries go, but there are some thirty-six of us employers with plants situated in fifteen states. Most of us had never seen each other before this code activity commenced. All of us nursed grievances against some or all of the rest. We prided ourselves upon our lack of cooperation. In these respects we were probably an average American industry, imbued with principles of rugged individualism that had been drilled into us by circumstances and the spirit of the times.

During the weeks that dragged along while we were fighting for our cause in Washington, a strange metamorphosis took place. We actually found ourselves discussing in quiet tones the future of our industry! Little by little the barriers gave way. In their place we started to erect a fairly cohesive structure based upon a genuine spirit of cooperation. By the time our code was adopted—it was the first to be signed by the President under the Agricultural Adjustment Act—we had formed an association, elected a code committee and set up a workable plan for enforcing the many new rules laid down in the code. So far we have functioned with practically complete success. This sounds like a Pollyanna fable. It is, however, all true. No one is more surprised at the result than myself, and yet I have been associated with this industry for almost fifteen years. After seeing how, in the short space of six months, starting with nothing but chaos, an industry has evolved effective machinery for enforcing our code provisions, I look forward with confidence to the use of this machinery for further industrial reforms of great importance to us all.

What is true in our field is undoubtedly true in others. American industry is evolving toward a system of cooperative practices which clears the way for unemployment reserves, set up plant by plant, or for each industry as a whole. Would it not seem the wildest folly to throw away this workmanlike structure in favor of the theoretical single state pool plan which fits into no administrative scheme as it exists today or is likely to exist in the reasonably near future?

Twenty-seven years as an employer and fifteen as a student of the unemployment problem convince me that those who believe in unemployment compensation should stand squarely behind the plan of individual plant reserves or of pooling by industry in a limited way where that is desirable. I urge this not for reasons of emotion or sentiment or loyalty or expediency, but because I believe the facts and the nature of the situation demand that solution for this administrative problem.

The Ladder

BY ADELAIDE LOVE

"WORKMAN, what do you make with saw
And plane and these stoutly fashioned bars?"
"I am adding as many rungs as I can
To this ladder with which to scale the stars."

"Did you make it all?" "Ah no, long since
In the ages past it was begun;
But the ladder is still far, far too short
So I toil from dawn till the set of sun."

"Do you hope to mount the ladder soon
That you labor thus and never stop?"
"My dream is not so near; I work
That my son's son's son may climb to the top."

Big-Hearted Clients

By GERTRUDE SPRINGER

What can a worker do about a client who:

Produces a flock of new applicants by canvassing her neighbors and advising them to "get on the relief?"

Sustains her reputation as Lady Bountiful by being neighborly with her food allowance at the expense of her own family?

Presses hospitality on the visitor in the form of a fine big chocolate cake and a glass of home-made wine?

With a budgeted food order already inadequate, takes in an old grandmother and an elderly aunt who have burned their bridges in another community?

MISS BAILEY was in that precious half-hour of the morning before the interruptions begin when she sensed something different in the usual noise of the outer office-chatter and illy-suppressed giggling. "Sounds like a kaffee-klatch," she told herself. She was still deciphering one of those portentous, single-spaced memoranda "To all Supervisors," when her door opened a crack and a voice chirped, "I come in? I bring my friends to see the boss lady." And suddenly the kaffee-klatch was all around her with a frantic secretary or two hovering on the outskirts.

"I'm Mis' Berger," beamed the quite evident hostess, "I meet you when you talk to our Mothers' Club—you know. Your girls been so good to me in my trouble that I tell all my friends to get on the relief. But they're so ashamed, so I bring them. Mis' Gutman and Mis' Schwartz and Mis' . . . "

Miss Bailey in her best board-meeting manner acknowledged a round of smiling curtsies, and then, since something more was evidently expected of her, delivered a little homily on the nature and purpose of relief intimating delicately that "people like we are" get along if we possibly can for fear of depriving someone worse off. "And of course you know that there are many people without good friends like Mrs. Berger to bring them in and we have to be fair and take each one in his turn. Suppose you each think it over and if you want to wait your turn one of these young ladies will talk to you. But I am afraid you may have to wait quite a while."

Shepherded by the still cheerful Mrs. Berger, the kaffee-klatch withdrew to the outer office where, presently, four decided to wait and four, just a shade virtuously, to go home. Mrs. Berger's little party was over and no feelings hurt.

Relief workers are the target for so many complaints that when a client advertises her satisfaction the fact is heartening though the result may be embarrassing.

"We never hold it against a client who brings in friends," says a supervisor in a mid-western city, "provided of course she is genuinely big-hearted and is not trying to show off how much pull she has. We find that the show-off quickly loses interest when we make it clear that each case is dealt with privately and on its merits. The genuinely big-hearted client can often be very helpful after she understands—and that takes painstaking explanation—the how and why of accepting some applications and rejecting others. One of our clients who at first all but beat a drum rounding-up people to apply for relief was eventually much more interested in explaining to all and sundry just how relief is organized. Her's was no doubt a rough and ready interpretation, but it did discourage useless applications. On the other hand many cases that need our help desperately have been brought to us by clients, and for that we were grateful. We do not discourage clients from bringing in new applicants, but we try to make them discriminating.

"But in any event it seems to me that the source of the referral is none of our business. Everyone who comes to the office as an applicant is entitled to a fair hearing whether he came by his own decision, at the suggestion of a district leader or at the urge of a 'satisfied customer.' Need and eligibility are our only concern."

One thing that people have learned these last troubled years, if they didn't already know it, is the infinite generosity of the poor to the poor. But there are instances when the generous impulses of a happier day persist against the dictates of common sense, when a reputation as the Lady Bountiful of a neighborhood is maintained at the cost of immediate responsibility.

"I KNOW it doesn't fit the picture of motherhood to say that some women will deprive their own children of food to make generous gestures to the neighbors," says the supervisor of a big city district, "but it does happen sometimes and our workers never quite know how to deal with it. Neither do I for that matter. Just yesterday one of the workers came in all bothered about Henry Johnson's oranges. Mrs. Johnson's food order called for six oranges a week to supply needed vitamins for Henry, aged six. But Henry, it seemed, wasn't getting the oranges. The visitor happened in just as Henry, reluctant and a little tearful, was being sent out with an orange to old Mrs. Snow, this being her 'day.' It developed that the six oranges went out on regular schedule, one a day to somebody or other. Thus was Henry being trained to be selfless. 'Always I tell him it is better to give,' said Mrs. Johnson. 'Me? There ain't a selfish bone in my body. Always I give. All my friends say so.'

"Now of course we couldn't expect to change Mrs. Johnson's conviction of virtue or to make her see that Henry had a property right in the oranges. Her mind just didn't work that way. The best we could do was to preach the doctrine that charity begins at home and to suggest that Mrs. Johnson appraise her neighbors' needs more carefully. Maybe they had more oranges than she had. Maybe they should apply for relief. Of course there is the possibility of a lot of grief for the neighbors in turning Mrs. Johnson loose as a self-appointed investigator, but I don't suppose

anything very serious will happen and maybe Henry will retrieve an occasional orange. As a matter of fact I suspect that a good many bowls of soup and hunks of pie come back to the Johnsons from those oranges cast on the waters."

In their daily rounds relief workers encounter many situations which have nothing to do with policy but a lot to do with relationships. Take for instance, the matter of hospitality. To the uninitiated it might seem absurd for a worker to accept refreshments from a relief family, but every case worker knows that many a difficult understanding has been reached over a cup of tea at a kitchen-table.

"And why in the world shouldn't these people express a friendly impulse by a traditional gesture?" queries a worker in a Southern city. "Must every simple grace be suppressed because some factory or other has shut down?

"I am not saying that every offer of hospitality should be accepted but I believe that the offer should be estimated for what it means in the client-worker relationship. If the worker knows the family as she should she will sense any ulterior motive behind the offer. Oh yes, we meet all sorts of transparent little intrigues—chop for chop in presents you know, with the worker expected to produce the larger chop, perhaps in the form of an increased food allowance. A worker certainly would not accept a big chocolate cake, for instance, but would explain firmly that if good management of the food order permitted such a luxury it certainly belonged to the family and to no one else. She might, I think, accept a glass of home-made wine if she felt that pride was in the offer, but she certainly would not accept a bottle to carry home with her.

"We had a case not long ago where a piece of bread and butter cleared up a whole relationship. The worker had never been able to get on a good candid basis with this woman until one day she happened in just as a batch of bread came out of the oven. It looked and smelled delicious, and the visitor said so. At which a sixteen-year-old boy lounging by the window growled, 'As if you cared!' 'Care!' replied the visitor gaily, 'why, home-made bread's my weakness. May I have a piece? I'd love the heel.' The boy snorted and left the room.

"Now I know it's funny that such a little thing could tip the scales, but that piece of bread made all the difference. As the visitor ate not one, but two slices the woman unburdened herself of anxieties and confusions that explained everything the visitor had not understood. The boy's suspicion and resentment were at the bottom of it all. Once the visitor realized this, she was able to help intelligently in a situation that had hitherto frustrated her."

Generosity within the family circle is another epic of the hard times that will probably never be written. When families are "on their own," by however precarious a margin, such generosity is a virtue. Only when it is found in a relief family does it come under scrutiny. For a relief worker to force an issue at a time when trouble has intensified emotion is, says a supervisor who was a first-flight case worker before the emergency, "just asking for trouble."

"So long as a family does not deliberately try to exploit the relief agency," she continued, "it has a right to work out its own problems of relationship even though it may seem to bungle most awfully. We have a man who in prosperous times big-brothered a whole flock of kin and loved the importance it gave him. With hard times he took them in one by one. When he lost his job and could no longer keep afloat he had four generations under his roof, twenty-three people, eight of them practically babies. The necessities of the tribe were such that in the beginning we put in relief for the whole outfit. Then, when he realized that we respected his sense of responsibility, we were able to talk over the situation with him and to set him thinking and acting on ways to demobilize the household. He's got it down to ten people now and we haven't bossed him yet. It was a triumph for us when he confided that it looked to him as though the younger women of the household were taking too much "off" Aunt Sophie. We had recognized Aunt Sophie as the drudge of the situation and also as a competent house worker. At his suggestion, and hers, we got her a living-in job and when the younger women had to do their own cooking and washing, they took more interest in getting out and hustling for themselves.

"WE aren't as strict as we used to be about residential requirement for relief. But one of our workers was upset one day last fall when she found that an old mother with inoperable cancer and her miserable elderly daughter had descended from Chicago on the Williams family whose two rooms and slim food allowance simply would not stretch to accommodate them. Mr. Williams saw the difficulties but balked like a mule at any suggestion of sending the two women back to Chicago. His brother had put them out he said—a family row we never dug into. The mother was legally entitled to hospital care in Chicago, but not here. Everybody was mad at everybody else, so we increased the food order and let them cool down a little. Before long we were able to suggest that the Chicago brother might pay for a separate room for the women and so relieve the congestion. That worked, Mr. Williams negotiating it himself. Our next idea was that the mother might go back to Chicago for hospital care while the family figured out a plan, in which we would cooperate, so that the old daughter could be near her. I think it is going to work. If it does, it will be because we have left it to the family and have stood by to help as we could. To have imposed a plan of our making would, in their emotional state, have blocked everything."

The experience of relief does not, it is clear, change human nature very much. People who are greedy and grasping in independence are greedy and grasping in dependence; those who are generous remain generous. "We have to deal with people the way we find them and must be wise enough to recognize differences and to vary our procedures accordingly. What is a simple self-expression in one person may be a tricky approach in another. We need to have our eyes open, but for heaven's sake let's not wrap ourselves in a mantle of suspicion. Generosity is a virtue rare enough. When we find it under the conditions that now prevail in the lives of our clients let's take it the way it is meant and not frown it to death."

FROM bona-fide situations which tax the patience and understanding of relief workers The Survey has drawn a series of articles of which this is the eleventh. The discussion is contributed by experienced supervisors who are aware of the human equation even in the whirlpool of mass relief. Articles to come: Big-Hearted Public and What Price Privacy.

THE COMMON WELFARE

New York's New Year

ONLY pre-war New Yorkers, with memories of the John Purroy Mitchel regime, can recall a city administration so promisingly manned as that of the new Mayor La Guardia. For his cabinet the doughty ex-congressman—"If this means a fight, all right, let's have it"—has cut through all political log-rolling and even—a real feat in a city which embraces five counties—all geographical boundaries, and has chosen trained, competent men, whose liberal cast of mind matches his own, with records for that kind of hard-hitting honesty which brooks no political compromise.

First in interest to Survey readers is the appointment of William Hodson as commissioner of public welfare, which involves among other duties, the responsibility for New York's huge relief administration. Mr. Hodson has been executive director of the Welfare Council since its organization in 1925, is president of the National Conference of Social Work, past-president of the American Association of Social Workers and a member of the State Temporary Emergency Relief Administration. A lawyer by training, a social worker by choice, Mr. Hodson has profound convictions on the responsibility of government for the welfare of citizens. He was an outspoken advocate of federal relief for unemployment long before such advocacy was even respectable and was the author of An Open Letter to President Hoover on Federal Relief Appropriations (Survey Graphic, November 1931, page 144), the first forthright discussion of the subject to appear in a responsible publication, which turned out to be, in many respects, a prophecy.

For commissioner of corrections, Mayor La Guardia had the political temerity to go outside the state to get A. H. McCormick, one of the ranking penologists in the country, assistant director of the US Bureau of Prisons and recently acting superintendent of the US Industrial Reformatory at Chillicothe, O. For park commissioner of Manhattan he chose Robert Moses, president of the Long Island Park Commission, whose enduring monument is the famous Jones Beach and other state resorts developed under his leadership. By a stroke of real ingenuity the posts of park commissioner in the four boroughs other than Manhattan will be left vacant, thus giving Mr. Moses a free hand to evolve a unified park policy for the entire city. As tenement house commissioner, to act as spearhead for his whole program of better housing and slum elimination, he chose the vigorous young Tammany-baiter, Langdon Post, who learned his housing ABC's in the atmosphere of Greenwich House.

On the financial side of his administration Mayor La Guardia has surrounded himself with experts of brain-trust caliber, led off by that brain-truster of national status, A. A. Berle, Jr., of Columbia University, who imbibed a good deal of social philosophy in his early days as a resident of Henry Street Settlement, and whose writings have frequently appeared in Survey Graphic, most recently in the Minds on the March issue (The Law and Social Revolution, December 1933, page 592). In order to give him official status as general financial adviser to the administration, Professor Berle has been appointed city chamberlain, an office rated as a political sinecure which, he says, is entirely useless and the abolishment of which he hopes to effect. Politicians of the old school almost had a stroke when Professor Berle made a "suitable abatement" of salary a condition of his acceptance of office.

Politicians sustained other shocks in the appointment of Joseph D. McGoldrick, assistant professor of government at Columbia University, as deputy controller, and of Russell Forbes, associate professor of government at New York University and secretary of the National Municipal League, as commissioner of purchase, both key offices ordinarily counted as coin for political pay-offs. Their worst blow came however in the appointment of Paul Blanshard, the fighting head of the anti-Tammany City Affairs Committee, until recently a member of the Socialist Party, to the powerful post of commissioner of accounts where he has access to the books of any office financed by city funds and power of subpoena over any official on the payroll.

Not appointed but elected to the new mayor's cabinet as borough president of Brooklyn, is Raymond V. Ingersoll, war-horse of the parks and playgrounds movement in the Mitchel administration, since 1924 arbitrator in New York's cloak and suit industry and member of more than one important legislative commission.

As this issue of The Survey goes to press announcement is made of two more important appointments: commissioner of hospitals, Dr. S. S. Goldwater, ranking hospital administrator and consultant of this country—perhaps of the world; commissioner of health, Dr. John L. Rice, assistant clinical professor of public health at Yale University and for the past ten years head of the modern and progressive health department of New Haven, Conn.

Rehousing New York

THERE is decided evidence that a real slum-clearance and low-cost housing program is to begin in New York City. Mayor La Guardia lost no time through his new tenement-house commissioner, Langdon W. Post, in voicing again his determination to provide housing at a cost of "somewhere between $6 and $8 a room." The appointment of a man of the caliber of Mr. Post—a friend of President Roosevelt, former assistant federal emergency relief administrator, who introduced the multiple-dwellings bill in the Assembly of 1929—indicates not only that housing is in the hands of a friend, but of one who will whole-heartedly cooperate with the federal administration. Moreover, the Citizens Committee on Slum Clearance, organized at the inspiration of the director of the housing division of the PWA, has selected twelve areas in the city as sites for municipal housing, including outlying areas along with slum districts as part of a great slum-clearance project. This committee is working closely with city officials. And the federal housing administrator has indicated that funds will be forthcoming at once for desirable projects in New York City.

Although citizens, local and federal authorities are cooperating, the last important link in the chain is lacking still—enabling legislation. But a housing bill is to be

introduced again into the legislature, and report has it that differences of opinion as to how the authority shall be divided between the existing state housing board and the future local housing authority have been ironed out. It is difficult to believe that either party will continue to take the responsibility for defeating this measure. Once a bill is passed, the next important consideration is the appointment of qualified members of the local authority—men as good as those the mayor has selected to administer other municipal departments.

Labor Prescribes

A SPECIFIC plan for meeting urgent problems of their industry was put forward by the chiefs of the twenty-one railroad labor unions at their annual meeting. Two years ago they proposed an economy program to make possible the payment of bond interest without resorting to a wage-cut (see The Survey, December 15, 1931, page 293), which was rejected by the railway executives. This year railroad labor proposes a Federal Railroad Credit Corporation through which refinancing totalling $2 billion may be completed within two years as a public service, not a private-profit enterprise. The scheme was put before the Chicago gathering by George M. Harrison, president of the Brotherhood of Railway and Steamship Clerks, and vice-chairman of the Association of Railway Labor Executives. It means, as he outlined it, complete reorganization in the interest of stockholders, bondholders, employes and the public of a financial structure to which he lays many of the present difficulties of those mainly dependent on the railroads—wage-earners and security-holders—for their income. The plan is being studied not only by the railway labor heads, but by Joseph B. Eastman, federal railroad coordinator, and Henry Bruère, special financial adviser to the President.

Chest Campaign Results

PROOF of sorts for almost anything is found in the tabulation of returns from the community chest campaigns that wound up their annual drives in December. Never, says Allen T. Burns of Community Chests and Councils, Inc., have results been so spotty, never have generalizations been so delusive. For the sake of the record it may be said that the 175 chests thus far tabulated attained 82.4 percent of their aggregate goal of $53,851,611, which in turn represented 82 percent of the amount raised in 1932 for the needs of 1933. The percentage of goal was pulled down by a few large cities which fell sadly short of their hopes and which, statistically speaking, more than wiped out the gains registered by some twenty-eight chests in corn-belt cities, which raised 94 percent of their aggregate goals and 91.4 percent of their last year's totals. But except for this middle-western area, geography offers no guide to results, for in New England one city would triumphantly top its goal while another, only an hour's ride distant, would lag far behind. It seems a fair guess that local business conditions rather than the state of the nation determined results.

It is the general story that big individual gifts have shrunk painfully, particularly from what is described as the bankers and brokers division. It is also evident, in advance of complete analysis, that the middle givers, $25 to $200, have cut down in amount though not in numbers. Curiously enough the number of givers appears to have increased—Syracuse, N. Y., reports 5000 more than last year, New Haven 3000, Denver 5000, Spokane 1100, and so on. The guess here is that the number of givers follows a rising curve of local reemployment.

No one knows the answer to the question of what will happen to the social agencies in the many cities, large and small, where chests fell far short of closely calculated budgets. Muddle through this year they can, and probably will, with programs curtailed to a point where continuance may not be justified. At this point there are, says Community Chests and Councils, Inc.:

> two basic alternatives: the discontinuance of the chest with presumably the strongest, and not necessarily the fittest, agencies surviving; or, reorganization of program and agencies which would ensure the maintenance of the most essential services on a basis of at least minimum efficiency.

The Weakest Corner of the New Deal

EVEN a four-cornered stool is bound to wobble as the seat of government if there's no leg worth mentioning at one corner. The AAA and the NRA afford sockets at the corners for farmers, businessmen, workers and consumers as the four legs of the New Deal but its steadiness depends on their organization from the ground up. How does the thing stand?

The Department of Agriculture has long served the farmers; old-line rural organizations and the newer co-operatives web the country. They have their socket in the AAA.

The Departments of Commerce and Labor (the former expanded throughout the post-war years, the latter scamped, but now taking on new life under Secretary Perkins) are committed to the interests of employers and workers. Under the NRA, producers have been freed and stimulated to act together with respect to output, prices and trade practices. Behind the US Chamber of Commerce and the National Manufacturers Association range the strong trade bodies which thus have been given new status. Now come the Harriman-Swope proposals that they take over the show—and govern themselves, if not the rest of us. So far as the interests of this group go, the immediate problem of the NRA shifts from code-framing to administration that will weed out abuses in those lines where high-binders have seized control and bring code authorities generally up to new levels.

Fragmentary but accelerated organization has gone ahead at the workers' corner. Since last spring, the AF of L, the brotherhoods and the independent unions have worked in concert. At the left of this new front, Communists are gaining ground; at the right, company unions have fairly mushroomed under section 7-a of the Recovery Act; but that section and the institution of the National Labor Board have afforded a new foothold for collective bargaining. More aggressive campaigns for unionization are to be anticipated in 1934, drives for wage increases, and for a larger say in the whole scheme of control instituted by the NRA.

When it comes to the fourth corner of the stool, the consumers' corner, there is a double socket in the seat of authority at Washington but as yet little by way of a leg that reaches to the ground. The case was put in this way by Mary H. Rumsey, chairman of the Consumers' Advisory Board of the NRA, and Frederic C. Howe, consumers'

counsel of the AAA, in sending out a call for a meeting held in Washington in mid-December:

> In the creation of these consumer agencies, consumer interests have, for the first time, received direct recognition by the federal government. As consumer representatives, our boards stand logically in a strong position—since the purpose of production is in order that people may consume. The logic of our position does not make up, however, for the lack of organized consumer consciousness among those whose interests we represent. Industrial interests are organic and vocal; labor groups to a lesser, but nevertheless considerable, extent; consumers, hardly at all. We feel the necessity, therefore, of building up contacts with those whom we represent, of developing channels whereby their needs may be made known to us and our efforts in their behalf be made known to them.

Consumers Emerge

OUT of that December meeting came, as a nucleus for action, a move to institute a Consumers National Conference. Few of those invited could qualify in the sense that officials of a trade association or a labor union stand for producers. Outside of representatives of Consumers Research, the National Association of Purchasing Agents, consumers' cooperatives and consumers' councils, they were identified with women's clubs, labor unions, settlements, farm bureau federations, home economic groups, leagues of women voters and the like.

The gathering was opened by Mrs. Roosevelt at the White House, in a session that had the earmarks of a wartime rally. In the course of it Secretary Wallace spoke and you had the refreshing sense that he was back of his consumer group. Recent history had given color to that impression—the overturn the week before in the administration of the AAA. Earlier the grocers' codes, stalemated by the conflict in policy-making, had been transferred to the NRA. General Johnson also spoke and you had the sense of impatience of a man who considered his first charge to get industries running and men back to work. He told of a hearing scheduled in December to take up protests—with nobody applying.

At the Pan-American Building next day, the people called in became articulate. They cited the lopsidedness of code authorities, loopholes and lack of standards in codes that left purchasers helpless against fraud and extortion. At a final luncheon at the Cosmos Club, they took over the meeting and set up a committee with Leon Henderson of the Department of Remedial Loans of the Russell Sage Foundation as chairman; Alice Edwards of the American Home Economics Association, Washington, secretary. An interview with General Johnson followed, which after a stormy beginning may be said to have cleared the air; with assurances on his part that labor and consumers' advisers will hereafter be attached to code authorities; and an invitation to two downright critics—Leon Henderson and F. J. Schlink—to join him as advisers.

The meeting afforded the two official consumers' agencies an opportunity to present the work they have carried on. An example is the devastating analysis submitted by the NRA group on the price schedules put forward in oil; and the hearings through which the AAA has aired grievances as to milk agreements in Baltimore, Philadelphia, Chicago and Boston. Paul H. Douglas outlined plans for setting up county consumers' councils throughout the country to be headed up under the new National Emergency Council. These will be like little voluntary bucket-brigades unless they are implemented with an effective service out from Washington on standards and prices. The CAB of the NRA has projected a consumers' standards board, with $250,000 for basic testing. From the Department of Agriculture has come the Tugwell Bill on foods, drugs and cosmetics. Neither advance will go through without a fight.

Here, no less than in insisting on representation on the code authorities, the new Consumers National Conference has work ready to its hand. Beyond that lies the long-run job of study, information, education and organization if our new purchasing power is not to be engrossed before it is earned; and if the user, no less than the maker, the grower and the profit-taker, is to come into his own under the New Deal.

Experts Also Spoke

MISREPRESENTATION so violent that it would seem to defeat its own ends is rampant in the stream of propaganda pouring out in opposition to the Tugwell Bill to revise and extend federal control of foods and drugs (see The Survey, November 1933, p. 383, Radio and Rouge; December, p. 414, What is Timely?). Manufacturing druggists are declaring to the trade that business will be ruined because no customer can buy so much as a coughdrop without a doctor's prescription. That claim is poppycock; the bill does not prevent anyone from getting any medicine he wants unless it contains narcotics; it does insist that he shall know what he gets. More disturbing are thinly disguised threats from manufacturers to newspapers, warning them that they will lose advertising unless they oppose the measure and hinting that two doctors have written the bill to fatten doctors' pocketbooks. And still more disturbing is the fact that a responsible group like the National Publishers' Association, representing leading national magazines, has come out in opposition to one of the basic protections the bill offers to consumers—what the Association terms "the sponsoring of food products by the government through the compulsory branding of foods, as 'U. S. Grade A' or any other governmental designation." Now not only the government itself, but big businesses save millions of dollars each year by buying by specification, instead of having to rely on the lure of trade names, packaging and the manufacturers' ballyhoo. Advertising might well suffer if consumers were able to place less emphasis on trade names, more on impartial rating by disinterested experts. But is advertising to be the arbiter?

Again we urge Survey readers to write the U. S. Department of Agriculture for a copy of S. 1944 and read for themselves, rather than rely on newspaper reports. For example, recently The New York Herald Tribune carried an account of a hearing on the bill. The headline, first paragraph and the greater part of a column detailed the arguments of the bill's opponents, with a brief mention of the approval of the bill by the Department of Agriculture. At the very end were two sentences: "W. C. Roberts indorsed the measure on behalf of the American Federation of Labor. Others who favored it were Professors Yandell Henderson of Yale; Haven Emerson, of Columbia, and Allen Freeman of Johns Hopkins." No sentence explains that these were not only "professors" but nationally known leaders in public health, and that one of them, president of the American Public Health Association, had been designated by that body to give the Association's official support of the measure.

INDUSTRY

Buffalo's Annual Count

LESS unemployment than in 1932, slightly more than in 1931 is revealed in the preliminary report of Buffalo's fifth annual employment study. This yearly census, sponsored by The Buffalo Foundation, in cooperation with the New York State Department of Labor, is a house-to-house enumeration of about ten thousand homes, made during the same week each year. For 1933, of 15,729 usually employed persons, able and willing to work, 58.2 percent were on full-time jobs, 13.6 percent on part-time jobs, and 28.2 percent were unemployed. There was a great difference in the showing for men and for women workers. Of the men, 75 percent were employed, in contrast with only 44 percent of the women. This represents a gain of 7.2 percent for men since November 1932 but an increase in unemployment from 25.4 to 56.2 percent for women.

Comparing the results of the five studies, it was found that those who could not find employment constituted:

6.2% of men, 3.5% of women in 1929
17.2% of men, 14.6% of women in 1930
24.3% of men, 21.1% of women in 1931
32.6% of men, 25.4% of women in 1932
25.1% of men, 56.2% of women in 1933

The proportion of idle men unemployed more than fifty-two weeks rose from 60 to 68 percent in the past year. Almost four fifths of the unemployed group have been out of work more than two years. The preliminary report states, "It appears that the men who are being put back to work are from those groups who had been unemployed less than fifty-two weeks."

A special bulletin giving the detailed findings of the five Buffalo studies will shortly be published by the State Department of Labor.

Tenement Earnings

URGING that state minimum-wage laws be made to cover "home work" as well as factory work, the New York League of Women Voters lists from inspection reports of the State Department of Labor examples of current wage rates paid tenement "home workers" which "show the cruelty possible under present conditions":

Dolls' dresses, eight cents a dozen. The worker earns about six cents an hour.

Dolls' underwear, 20 cents a gross. It takes four hours to make a gross by foot machine.

Ladies' neckwear, 25 cents a dozen, averages about three cents an hour.

Children's dresses, 20 cents a dozen. It takes two hours and a half to make each dress.

Gloves, 30 cents per dozen pairs. An experienced hand can finish four or five dozen pairs a day.

Silk lamp-shades, 25, 30 and 35 cents a dozen. The experienced hand can make four or five dozen a day.

Making children's dresses is one of the worst paid of these sweated home-trades. The records of four workers, selected at random, were as follows: the first gets 30 cents a dozen and can make 1½ dozen in ten hours. The second gets 65 cents a dozen and can make a dozen in eight or ten hours. The third gets 20 cents a dozen, and to make a dozen takes the whole day. The fourth gets 15 to 20 cents a dozen. It takes six hours to make a half dozen.

Wages in Connecticut

A STUDY of women's earnings in the dress industry was the first move toward putting into effect Connecticut's new minimum-wage law. The survey, directed by Helen Wood, is available in mimeographed form. "The essential conclusion . . . is that wages paid for hours worked in the dress industry are oppressive for a large enough number of women to be of vital concern to the state." Median weekly earnings (half more, half less) in the busy season were $10.11; in the slack season they dropped to $5.46. The report further points out that "rarely can a worker count on more than thirty full weeks of work a year." No worker in this industry can count on a definite annual income. It was found that extremely low earnings for a considerable number of women were due to their classification as "learners." In some cases "learners" had been with the firm for which they worked for several years, and made up a substantial proportion of the total force employed, in one case 65 percent.

In her letter of transmittal to Labor Commissioner Tone, Miss Wood stated, "I should like to recommend that you call a wage board in this industry to set a fair and reasonable wage, which would represent adequate compensation for services rendered."

Such a board, including representatives of the public as well as of employers and workers in the industry, has been appointed.

Trouble in Coal

INDICATIONS of "serious abuses" in the Pennsylvania hard-coal area are reported by the fact-finding committee appointed by the National Labor Board to survey the situation. The committee recommends a body with stronger powers, "which should begin its investigations with a pledge by the interested groups by which it was constituted that its findings would be accepted." The report cites serious clashes between the coal unions affiliated with the AF of L and the more radical United Anthracite Miners, and declares that many of the strikes have been engineered largely by "gangster methods." Even more serious is the suggestion that:

With employment as scarce as it is, and with the desperate struggle to secure a job when it occurs, it would not be at all surprising, human nature being what it is, to find men among the mine bosses who would take advantage of the situation to sell jobs.

New and Brief

REHABILITATION IN THE SOFT-COAL FIELDS. *American Friends Service Committee. 20 South 12 Street, Philadelphia.*

THE situation in the bituminous coal area and how the Quakers have helped meet it, briefly told in text and pictures.

THE ECONOMIC STATUS OF NEGROES, *by Charles S. Johnson. Fisk University Press, Nashville, Tenn.*

AN admirable summary and analysis of the materials presented at the Conference on the Economic Status of the Negro in Washington (see The Survey, June, page 222).

THE USE OF CREDIT UNIONS IN COMPANY PROGRAMS FOR EMPLOYE SAVINGS AND INVESTMENT, *prepared by Eleanor Davis. Industrial Relations Section, Princeton University, Princeton, N. J.*

THE record of a number of experiments with one type of "voluntary cooperative program for worker security" which even in the depressions has "a definite record of accomplishment."

NATIONAL RECOVERY MEASURES IN THE UNITED STATES. *International Labor Office, Series B, No. 19. World Peace Foundation, 40 Mount Vernon Street, Boston. Price, $1.*

A COMPILATION of the principal legislative measures included in the recovery program, with summaries of a number of the codes.

Another problem mentioned is that of reinstating certain miners who were not allowed to go back to their jobs after the strike in November. The report indicates that unless these men are taken back, another strike is likely.

The report was signed by the entire committee, which included representatives of labor and of the public.

Enforcing Section 7a

DIFFICULTY between the National Labor Board and the Weirton Steel Company is apparently moving in the direction of a test case under NIRA. In mediating the strike between the company and its employes, the NBL ruled that the employes must be given opportunity to elect their own representatives to carry on collective bargaining with management. To insure against any suggestion of "undue influence" in the election, the NBL ruled that the voting should be under its own auspices (see The Survey, November, page 385). The company, which had resented the NBL mediation, refused to accept this provision of the strike settlement. NBL has asked the Department of Justice to sue for an injunction, restraining the company from interfering with the voting by its employes in West Virginia and Ohio. Donald Richberg, counsel for the recovery administration, is preparing a case against the firm for violating the Blue Eagle agreement. This will not be pressed until the issue raised by the NBL has been settled.

Insurance in Washington

THAT compulsory unemployment insurance will be an issue before Congress in the present session was agreed by a group of experts who met recently in Washington to consider legislative plans. A growing sentiment in many sections of the country was reported to favor the establishment of unemployment reserves, shifting to industry some of the billion-dollar-a-year relief burden now borne by taxpayers. Three plans are under consideration by those who have made a special study of insurance:

An amendment to NIRA, requiring each industry, under its code, to set aside a percentage of its earnings to help carry its workers over seasons of unemployment;

Federal aid for industries which provide security to their workers by exempting all security reserves from federal tax;

Indorsement of a model state unemployment insurance bill.

William L. Leiserson, author of the Ohio Unemployment Insurance Bill, pointed out at the conference that the first proposal is in line with the plea of the secretary of labor to the steel companies that they provide for reserves in their code, and take the lead in establishing a measure of security against unemployment, as they did against industrial accident through the adoption of workmen's compensation.

HAVING operated under its code for a trial period, the automobile industry has filed with NRA a request that the code be extended to September 1, 1934. It is believed that the much disputed "merit clause" will remain in the code. This clause reserves to employers the right to "hire and fire" on a merit basis, regardless of union membership. Though this provision went into the automobile code, it has been stricken out of all others. The President ruled that the right existed, but was not to be used to discriminate against union members. The Ford Company has announced that it is observing all the code provisions.

A JOINT committee to work for ratification of the federal child-labor amendment was recently organized in New York, following a meeting called by the National Child Labor Committee, and attended by representatives of more than fifty organizations interested in child welfare.

A SUMMARY of the labor laws enacted by Congress and by forty-three state legislatures which met in 1933 is carried in the December number of the Labor Legislation Review.

EDUCATION

Where Schools Can Save

OFFERING an analysis of problems of public education in the depression as well as specific recommendations for economy, the committee appointed in July by Governor Lehman of New York to determine whether further saving could be made without impairing school standards, submitted its report last month. The majority of the committee holds that, because of increased enrollments there should be increased state school appropriations in 1934–5. A minority holds that expenditures should be about the same as for 1932–3. The report urges that the bill for education be paid more largely from state revenues and less from local property taxes. It deplores the elimination of music, art, kindergartens, health supervision, school lunches, stating:

We should prefer to see classes increased in size, to see teachers adopt a heavier program of teaching, even to see salaries further cut, rather than to deprive children of a well-rounded education and equal opportunity.

The four major recommendations for large-scale economies are, first, redistricting the state, eliminating small, expensive classes by enlarging units of attendance, administration and taxation. Second, the recodification of the education law, since "unnecessary expenditure often results from the difficulty of understanding and interpreting obscure and conflicting laws." Third, it was found that large sums paid by school boards on money borrowed in anticipation of tax collections and state grants could be saved if there were better coordination between financing and school needs. Finally, the committee finds that it would be a great saving to local school boards in placing their insurance with the state.

In appointing the committee, Governor Lehman observed that education is the largest item not only in the state budget but in the political subdivisions. For several years, state aid to the schools has amounted to more than $100 million annually.

Wisconsin Takes Stock

A SORT of state audit of needs and resources in adult education has been undertaken by the University of Wisconsin as part of its CWA program. The survey, which is to be completed within eleven weeks, seeks answers to three specific questions: What are the educational needs of the state's adult population? How far have shortened hours of work already created a leisure problem? What types of adult-education service apply or do not apply to the new situation? About 160 trained investigators, unemployed graduates of educational institutions in all parts of the state, are gathering the data. One of the most important projects in the enterprise is a survey in five counties of unemployed highschool and college graduates. Based on the factual information secured in this study, emergency programs of adult education and recreation will be organized, under CWA, with the cooperation of local schools, vocational schools and other agencies. Community resources in drama, music and art are also being explored and through the University Extension Division it is hoped that new opportunities in these fields, and also for debating and public discussion may be opened up. The study also covers possibilities

of visual instruction for adults in social and economic problems, using traveling sets of lantern slides, with manuscript lectures.

About Parents and Children

CONSIDERATION of today's changes in the home and in the schools will be the theme of the conference on January 19–20 with which the Child Study Association of America will celebrate its forty-fifth anniversary. Among the topics to be discussed will be: The New Economics and the Family, Education Reconsiders Its Aims, Moralities in a Time of Change, Parents and Children in a Changing Society. In preparation for the program, more than thirty specialists in sociology, psychology, education, religious education, social work, economics and parent education, are holding a series of small group meetings. From these informal discussions have come, it is reported, some enlightening points of agreement, as well as some lively controversies, which will form the basis for the presentation of the conference topics. A detailed program, of interest to those conducting similar meetings as well as to those planning to attend this conference, may be obtained from the association headquarters, 221 West 57 Street, New York.

Negro Children and Their Schools

PROBLEMS of Negro education in this country will be considered at a national conference to be held early in 1934 under the auspices of the U. S. Office of Education. Dr. Ambrose Caliver will direct the conference, which will be under the chairmanship of Dr. George F. Zook, U. S. commissioner of education. A planning committee of twenty-eight members met in Washington last month, to formulate program and policies.

How seriously Negro education has been affected by hard times was shown by a recent study of rural elementary Negro school children, made by the federal office. This survey disclosed that nearly half of these children live two to three miles from a schoolhouse, and that bus service is provided for only 1 percent; hence more than one million Negro children of grade-school age do not attend school. Further, it was found that more than a third of the Negro pupils never go beyond the fifth grade, nearly three fourths stop with the fourth grade. Negro pupils are seriously retarded, about two thirds of them being over age. "It is believed that much of the retardation is due to shortness of the school term, poorly prepared and overburdened teachers and lack of equipment." The average salaries for teachers of Negro rural schools range from $346 to $478. In his report of the survey (Office of Education Bulletin 1933, No. 5, Superintendent of Documents, Washington; price, 10 cents) Dr. Caliver points out:

> The equipment of Negro rural schools is, in the main, meager and inadequate. Nearly 40 percent still use benches with no desks. A few schools have no blackboards at all. Ordinary stoves are used to heat more than half of the school buildings, most of which have no fire-protection facilities.

AN ADVENTURE IN EDUCATION FOR THE UNEMPLOYED, *by Edwin S. Burdell. Ohio State University, Columbus.*

A REPORT and comment on two six-weeks sessions of a free school for the unemployed.

THE SOCIAL-ECONOMIC GOALS OF AMERICA, *by a committee of the National Education Association, 1201 16 Street, Washington, D. C. Price 15 cents.*

ORGANIZED by the 1931 convention of the NEA, the committee has here attempted to define "desirable social and economic goals" for this country; the second half of its task, on which it is at work, is to "indicate the materials and methods which the schools . . . should use to attain these goals."

PROGRAMS OF GUIDANCE, *by William C. Reavins. Monograph No. 17, U.S. Office of Education. Superintendent of Documents, Washington. Price, 10 cents.*

THE material on vocational guidance, including summaries of nine programs, from the National Survey of Secondary Education in convenient pamphlet form.

RADIO CONTROL AND OPERATION, *compiled by E. R. Rankin. Extension Bulletin, Vol. XIII, No. 3, University of North Carolina Press, Chapel Hill, N. C. Price 50 cents.*

A DEBATE handbook on a much-argued question.

SPECIAL LIBRARIANSHIP AS A CAREER. *Institute of Women's Professional Relations, Women's College, University of North Carolina, Greensboro, N. C.*

ONE of an admirable series of vocational-guidance pamphlets. It includes a brief bibliography.

Independent Study

IN the interests of educational economy and also as an experiment in developing initiative among its students, the University of California is this month launching a plan of independent study. This scheme will permit students to carry on the work of certain courses without attending classes or lectures. Proficiency will be judged on the basis of a written examination. Only subjects which lend themselves to examination and in which the faculty are prepared to give an examination will be included. In announcing the plan, President Sproul stated:

> Approaching the matter of cost of instruction from quite a different angle we are asking if our machinery is not needlessly cumbersome and vexatious. Are not American colleges and universities so anxious that their students "get an education" that they leave little to their discretion in choice of courses or in method of study? Why not encourage students to learn some things for themselves? . . . I am convinced that if we will only throw responsibility upon students many a one who today is merely passive will be aroused to intellectual life.

To end social difficulties on the campus, Swarthmore coeds recently voted 168 to 109 to abolish sororities, thus ending a three-year controversy.

THE Hebrew University in Jerusalem announces that fourteen exiled scholars, formerly on the faculties of German universities, are soon to be added to its staff. Five have already been appointed.

LAUNCHING a new experiment in adult education, the National Congress of Parents and Teachers will sponsor a series of radio broadcasts on parent education during the first three months of this year. Programs will be broadcast each Tuesday, beginning January 16, from 3:30 to 4:00 P.M., EST, over the NBC network. The first speaker will be Mrs. Hugh Bradford, national president of the PTA. Her topic will be Aims and Ideals in Modern Life.

TEN six-weeks courses, ranging in theme from Political Economics of the Reconstruction Period to Crime and Punishment in the USSR will be given in English at the first summer-school of Moscow University this year. The project is under the auspices of the Anglo-American Institute of the university and will be directed by I. V. Sollins, formerly of New York University. Exchange of academic credit with American institutions is now being investigated through the Institute of International Education.

A COMMITTEE of the American Association of University Professors, appointed to investigate conditions of academic freedom at Rollins College, Winter Park, Florida, reports that, "The existing rules and recent practise of the college with respect to tenure and to procedure in removal seem to the committee unsatisfactory in themselves and detrimental to the college." The inquiry dealt with the recent dismissal or resignation of eleven members of the college faculty. A reply, published in the December Bulletin of Rollins challenges the fairness of the investigation and of the report. Since 1925, when Hamilton Holt took it over, Rollins has been a notable experiment in progressive education.

HEALTH

Keeping Up Child Health

NEW JERSEY'S 150 child-hygiene nurses of the State Department of Health enter the picture as special scouts and aids for the State Emergency Relief Commission through a recent plan put forward by health and welfare authorities and approved by John Colt, state relief director. Under the plan family relief orders may be stretched to include such foods as orange juice, tomato juice, vegetables, eggs and codliver oil in amounts adequate for the special needs of undernourished children on the recommendation of a physician or a child-hygiene nurse. Municipal relief administrators also have authority to refer families on the relief list to a child-hygiene nurse so that she may instruct the mothers in the selection and preparation of foods to prevent malnutrition. "A child-health maintenance program is preferable to a child-health recovery program," declares Public Health News, monthly bulletin of the State Department of Health. "After studying reports of our nurses in the field there does not appear to be a marked increase in malnutrition in New Jersey. . . . This may be attributed in part to our educational work for fifteen years, aided by the intelligent program of the State Emergency Relief Administration. . . . It is the duty of the child-hygiene nurses to ferret out cases warranting special attention and appeal directly to the municipal relief administration to increase the budget allowance. . . . Malnutrition amongst children is greater in the rural sections than in the congested cities."

The Violent Male

MALE deathrates are nearly everywhere higher than female. At the very start of life, the Metropolitan Life Insurance Company deduces from its records, the discrepancy reflects the fact that "the male child is indeed somewhat more delicate than the female." But even for toddlers from one to four and through all the ages of man up to 75, violent death (accidents, homicide, and suicide) pushes the male deathrate upward to an extent unknown to the traditionally gentler sex. From 5 through 14, accidents kill more boys than all the usual communicable diseases combined, including influenza-pneumonia and tuberculosis. The accident rate of boys at this age is almost two and one half times greater than that of girls. From 15 to 49, the male deathrate from violence is more than four times that of the female and exceeds any other cause of death. "We have heard much during recent years concerning the needlessly high maternal mortality rates in our country," declares the Company's Statistical Bulletin, "but the question may well be raised whether the regrettably high maternal deathrate is not far exceeded in serious consequences for society and the family by the high and largely avoidable death-rate from violence of various sorts among male wage earners. The combined mortality rate of men from accidents, homicides and suicides during this age period [15 to 49 years] is just three and one half times that of women from causes related to pregnancy and childbirth. . . . The various factors in industry, in sport, and in personal habits which create the special risk for the male, are subject to modification, if we only avail ourselves of the opportunity. Much has already been done in this direction by such organized efforts as the Safety First movement; but much more still remains to be done."

Health in Day Nurseries

TO establish and maintain good health for each child and prevent the spread of disease in the nursery are the objectives of a minimum health program for day nurseries presented by a committee of the Day Nursery Section of the New York City Welfare Council and published in full in the December issue of the Day Nursery Bulletin. The nursery staff should include a qualified physician, visiting at regular intervals and in charge of regular routine examinations, and a graduate or trained babies' nurse when children of less than one year are received. Health examinations should be required of members of the staff on employment and annually afterward to protect the young charges from possible infection through this source. The mother or other adult bringing the child to the nursery should remain until the daily health inspection of the child is completed; if the latter has signs of illness, he should not be allowed to mingle with the group. Other sections detail requirements for initial admission, procedure in daily health care, communicable disease and accidents, health habits, rest, exercise, diet and so on.

It's an Ill Wind . . .

ILL winds of hard times have helped turn to good for both nurses and patients in the spread of a step professional organizations long have advocated: the eight-hour day for nurses. One of the most recent announcements comes from

Pertinent Publications

A GUIDE FOR DEVELOPING PSYCHIATRIC SOCIAL WORK IN STATE HOSPITALS, *by Hester B. Crutcher, director of social work, Department of Mental Hygiene, State of New York. State Hospitals Press, Box 500, Utica, N. Y. Price 50 cents.*

"To social workers, as well as physicians, I commend this booklet," declares a foreword by Dr. Frederick W. Parsons, New York state commissioner of mental hygiene. "There will be discovered much that can be used to the advantage of the mentally-sick individuals seeking your help."

COMMUNITY WORK IN MENTAL HYGIENE, *by Sanger Brown, II, M.D., assistant commissioner, New York State Department of Mental Hygiene. A limited number of copies available on request from the Department, Albany, N. Y., on receipt of postage.*

SIXTEEN-PAGE pamphlet on conduct of mental-hygiene clinics, duties of clinic personnel, methods of teaching mental hygiene, etc.

THE EFFECT OF TROPICAL SUNLIGHT ON THE DEVELOPMENT OF BONES OF CHILDREN IN PUERTO RICO, *by Martha M. Eliot, M.D. Publication No. 217, Children's Bureau, United States Department of Labor. Price 10 cents of the Superintendent of Documents, Washington, D. C.*

DESPITE unfavorable social and dietary conditions, less than 1 percent of the children studied in Puerto Rico showed the evidences of rickets found in a large percentage of children studied by the Bureau in New Haven.

CONCERNING SENILE CATARACT, *by Luther C. Peter, M.D.*
LIGHTING FOR THE CONSERVATION OF VISION, *by Percy W. Cobb, M.D.*
WHAT CAN AN ORGANIZATION FOR THE BLIND DO IN PREVENTING BLINDNESS, *by Conrad Berens, M.D. Publications, Nos. 122-124, National Society for the Prevention of Blindness, 450 Seventh Ave., New York City. Price 10 cents each.*

FOR other available reprints on eye-conservation, write the Society.

THE CONTROL OF DIABETES. *Metropolitan Life Insurance Company, New York City.*

CHARTS and text assembled by the Company and the New England Deaconess Hospital, Boston, for the scientific exhibit of the American Medical Association, Milwaukee, 1933.

District No. 4 of the Ohio State Nurses Association, where starting December 1, "the eight-hour day is to take precedent over all other hours of service" in special-duty nursing. The charge is to be $5 for eight hours of service; exceptions will be adjusted in the office of the nursing organization. "We believe that the normal length day will insure better care of the sick and that length of illness will be shortened because the service is more effective." In the December issue of The American Journal of Nursing, Ethel Swope, temporarily assistant director at headquarters of the American Nurses' Association, declares that 150 hospitals have adopted the eight-hour plan for special nurses, with a spread of employment among nurses of between 12 and 28 percent, depending on the community and the demand for special nursing. Cost to the patient is not increased. An overwhelming percentage of patients queried said they preferred the three-shift system and nurses are finding that they have time to live.

Boarding Homes for Mental Patients

NEW YORK STATE is trying out in a small way what long has been done in Belgium and to a limited extent in Massachusetts: the use of boarding-homes for patients in place of state institutions. In an upstate village, thirty-two patients—chiefly mental defectives but including some with mental disease—are living in fourteen family homes, under supervision of the adjacent institution. The patients prefer that mode of life. Probably the village could care for one hundred, "to its prosperity and the very great comfort and happiness of the patients," declares Dr. Frederick W. Parsons, state commissioner of mental hygiene. The cost, including social supervision, clothing and medical care, is about $4.50 a week; maintenance in an institution costs $7 a week, and if the costs of institution construction and the like are figured in, institutional care costs the taxpayers approximately $14 a week for each patient. The present experiment is being financed without state appropriation through earnings that accrued to the institution from patients' property. The Department has asked for $20,000 to finance a trial with one hundred patients for a year.

Training for Mental Health

Next summer will see the start of the Social Hygiene Center in Paris, a training school "organized to satisfy the professional and personal requirements of all those seriously occupied with the advancement of mental health." Lectures, seminars and supervised case work will be offered to students and practitioners in the fields of medicine, psychology, education and social work, with courses on psychiatric social work, mental hygiene, child guidance and psychotherapy and a special course on psychotherapeutic methods appropriate for churches and YMCA groups. The center is under the distinguished direction of Dr. Otto Rank and Dr. Pearce Bailey. One of its major aims is to "mitigate the occasional discord now existant between some of the disciplines and schools of psychology"; it "will not favor any profession or school but, on the contrary, will provide an unprecedented occasion for mutual understanding and cooperation." For further information address The Social Hygiene Center, 9, Avenue Louis-Boilly, Paris XVI, France.

THE Connecticut League of Women Voters adopted a plank supporting the birth-control movement by a narrow margin at a recent meeting. A similar measure was defeated at the convention two years ago.

THE health-service plan operated for staff and employes of the University of Chicago Clinics operated in 1932–33 at an average cost of $21.46 per person per year. The benefits include health examination at employment; routine medical care in the special health-service clinic and consultations elsewhere as needed; refractions (not including glasses); four weeks' hospitalization; and necessary operations. Members averaged 995. Each member pays $1 a month and the balance is paid by the department in which he works.

"VEHICIDE," says the Ohio State Health Department, is a new word to replace the awkward "automobile accident fatality." "Autocide" was also suggested, but on close look turned out to have the same meaning as "suicide."

THE National Organization for Public Health Nursing has worked out five study programs for board and committee members of nursing organizations, taking up their work, their concern with the organization and the staff, and its interpretation to the public. For details, address the NOPHN, 450 Seventh Ave., New York City.

SELF-EXPLANATORY if wind-taking is the name of New York's newest health committee, Committee for the Study and Promotion of the Sanitary Dispensing of Food and Drinks. Its organizing committee includes Bertrand Brown, Kendall Emerson, M.D., William A. Howe, M.D., and William F. Snow, M.D.; its executive is Homer Calver and its office, 450 Seventh Avenue.

THE Maryland State Board of Mental Hygiene has asked physicians to help in limiting admissions to mental hospitals to patients who have a chance of successful treatment or those who are a potential menace to the community. Recognizing that this limitation is undesirable and must be considered only as an emergency measure, the Board declares: "If some limitation of admissions is not carried out, overcrowding and decreasing budgets will reduce hospital service to an almshouse level."

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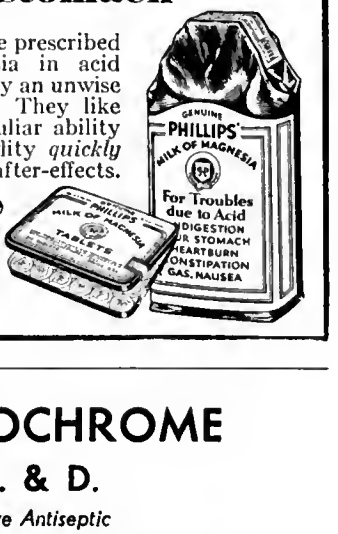

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UNEMPLOYMENT AND COMMUNITY ACTION

JOANNA C. COLCORD

This department is an emergency information service to public officials and to members, executives and supervisors of citizens' committees. News of interesting developments will be gratefully received by the editors, Russell Sage Foundation, 130 East 22 Street, New York

RUSSELL H. KURTZ

News from Washington

RELIEF. As of December 15, $310 million of the $500 million had been allocated to states for direct relief, work relief and surplus relief. Another $10 million was expected to be allocated up to December 31, leaving about $180 million in the original appropriation with which to begin the new year. Data are not at hand to estimate the effect of civil works in reducing the need for direct relief; but estimating $60 million per month during the heavy winter months, this sum would carry the load only through February.

Charts released by the FERA show that in September 1933, only six states had less than 5 percent of the families in the population on relief. In twenty-four states the percentage was 5 to 9; in nine it was 10 to 14; in five, 15 to 19; while in four states, over 20 percent of the population was on relief; 10 percent of all families in the continental United States received public relief in that month.

In ten states, federal funds formed less than 35 percent of total relief expended during the same month. In sixteen states, the federal government paid from 35 to 74 percent of the relief bill; in thirteen, from 75 to 94, while in nine states, over 95 percent came from federal funds. Over the country at large, the federal government footed 65 percent of the relief bill. In October, although total relief expended increased by about $7 million the federal government's share dropped to 63 percent.

Civil Works. More than 4 million persons were reported at work on Civil Work projects on December 15, after a quick telephone canvass of state administration offices. Not all state quotas are completely filled, and some adjustments will be necessary before January 1, but it is certain at this writing that the program will go into the new year at full capacity. All in authority at Washington join in the statement that the projects developed so rapidly by state and local administrations are in overwhelming majority excellent and socially useful undertakings. The CWA has surprised even itself. The strictly federal projects, under direction of the various departments of the U. S. Government, numbered eighty-three, and covered a wide range, including statistical studies of consumption under the Bureau of Agricultural Economics, control of malaria and spotted fever under the Department of Entomology and the Public Health Service, a survey of historic buildings under the Department of National Buildings and Parks, archeological excavations under direction of the Smithsonian Institute, municipal airport development under the Department of Commerce, and an unemployment trial census under the Department of Labor.

Of the persons employed on CW, only about 500,000, or one eighth, have been placed by the Reemployment Service. The remainder have come from the ranks of those on relief, and through veterans' organizations and labor unions, which have been permitted to propose unemployed members direct. The resulting disappointment to the many millions of unemployed not in preferred classifications and not on relief who have registered in the hope of receiving CW jobs, is intense and is being manifested in some instances in protests and in demonstrations. Strong pressure is developing on the part of state administrations and even of the workers on CW themselves, to "spread" the jobs, so that more men can be employed without increasing the total wage bill. This pressure comes especially from the far west, which has followed the method in work-relief days of "staggering" employment to such an extent that men got a chance to work only one week out of six or seven. Anxiety is frequently expressed in Washington over the vigor of this drive, which if successful would nullify the entire purpose of CW and reduce the program to something little better than precarious work relief. On the other hand, a group of mayors of large cities meeting in Washington on December 15 urgently recommended to the coming Congress that appropriations be immediately made to "step up" the CW program to 8 million jobs instead of 4 million. The unexpected popularity of the plan encourages Washington to feel that this may not be beyond the bounds of possibility. The opinion seems to be unanimous that useful jobs could be developed to employ this number of persons, providing funds were available; and that this would create a desirable "budgetary inflation" and lessen the pressure for currency inflation.

There has been an encouraging response from localities to the FERA appeal for cooperation in the purchase of materials. Almost one third of the total bill for CW is being paid out of state and local funds, chiefly for tools, equipment and materials. At first, pressure was brought upon state administrations to develop projects quickly; now, with the 4 million jobs actually in sight, the federal policy is to encourage states to go more slowly and exercise more care in the type of projects they approve.

Difficulties arising over CW wage-scales have been considerably clarified by the issuance on December 13 of important rules and regulations amending those previously in force. Two classifications are added; semi-skilled workers, to be paid at rates prevailing in the locality; and clerical workers, to be paid the prevailing rate, but not less than the following rates:

	Base	*Intermediate*	*Operating supervisory*	*Technical supervisory*
Southern zone...	$12 per wk.	$15 per wk.	$18 per wk.	$18–35 per wk.
Central zone	15 " "	18 " "	21 " "	21–40 " "
Northern zone...	18 " "	21 " "	24 " "	24–45 " "

These rules and regulations also make clear that the minimum-wage rates prescribed in the law are not to be regarded as maximum. In the event that local wage scales have been placed by agreement between employers and organized workers at a figure higher than the minimum, the agreed wage shall be paid. First preference is to be given in reemployment to employes on projects previously completed, so as to provide "continuous work after initial employment."

Civil Works Service. Civil Works has a new little sister called Civil Works Service. Civil Works funds, being financed by a grant from Public Works, must conform to the general pattern laid down by that administration. Civil Works Service has been developed to cover the various projects for women and white-collar workers which do not classify as "construction." They will be managed in the same way and by the same bodies as CW, but will be paid for out of relief funds, either state or federal. The most troublesome detail, still to be ironed out, is how to administer them as relief funds, under the terms of the act, without application at a relief center and subsequent investigation of need.

The new rules and regulations mentioned above permit the recommendation of professional organizations, such as teachers' organizations, medical and nursing societies, and associations of

architects and engineers, to be accepted by relief administrations in lieu of investigation of need in the case of members of these professions.

The essence and spirit of this method is that, as to clerical and professional people employed on CWS projects, definite evidence of need should be presented, but there shall be a minimum of individual case investigation and maximum avoidance of follow-up in the home of the individual.

No mention of compensation for injuries was contained in the first rules and regulations issued by CWA, but supplementary instructions have now gone out that all CW employes are compensable under the Federal Compensation Law. This does not, however, extend to CWS employes, whose compensation, like that of persons still on work relief, "should be provided for from other sources." On December 15, a general safety program was announced by FERA, including the appointment of Sidney J. Williams, an industrial safety engineer of long experience, to direct the CWA's safety program. State safety directors will be appointed, as well as full and part-time safety directors in each community and on the larger and more hazardous projects.

It is expected that both CW and CWS can be "demobilized" by early summer, beginning in the Southern rural communities with the opening of the planting season in March. The increasing momentum of public works proper, plus the hoped-for revival of industry, is expected to "take up the slack" in the industrial centers by June.

The *Federal Surplus Relief Corporation*, of which the federal relief administrator is the president, has expended about $15 million federal relief funds and $40 million in processing taxes from the AAA. Contracts with meat packers are now made only for processing, the price paid to the producer being specified in the contract. Innovations are the permission accorded to state-relief administrations to make their own contracts with local packers and jobbers if they desire to do so, or to remain outside the surplus-food distribution altogether if they so request. Some state administrations have purchased local surpluses (hay, sorghum, sweet potatoes, peas) direct from the farmers or farmers' cooperatives. Beef, pork, butter, eggs, beans and apples have already been distributed; wheat and corn have been purchased and held for future delivery. Any surplus in this winter's crop of citrus fruits has been offered the government free of charge except for packing and shipping. A recent decision of the administration has been not to purchase cotton surpluses or manufactured clothing, except the provision of yard goods for sewing-rooms set up as CWS. The question is now up for decision whether surplus-food distribution shall be extended to institutions, camps and shelters for transients. Private-relief agencies have been allowed to distribute a certain amount to their clients who are unemployed, and, by a strange anomaly, persons formerly on relief who have been transferred to CW are also permitted to share in the surplus-food distribution.

Unfit for Work

HARRIS COUNTY (Houston) *Texas* found, last spring, that its attempt to put the major part of its 10,000 relief families on work relief was being defeated by reported inability of the family heads to perform hard manual labor. The relief committee felt that this could not be possible, and ordered a "round-up" for physical examinations. The results showed that the investigators' judgment had been correct, namely that more than half of the relief families had no one physically able to engage in work-relief occupations.

This showing was astounding in view of the fact that the pre-depression case load had never exceeded 600 families. After discussion with the FERA as to the long-range implications of this discovery, it was decided to repeat the study in the fall, with greater attention to the technique of investigation and classification.

Results of the second study are now available and confirm the findings of the earlier one. It was found that 2188 families on relief rolls had no adult male members. Of 8624 men examined from the remaining families only 4527 were able to qualify for "a regular job in either major or minor business or industry." Some 917 might qualify if existing physical handicaps were corrected. The remainder were considered ineligible for employment in the usual meaning of the word.

The survey showed, incidentally, that 1019 persons had not held a regular job for five or more years; 838 had been out of work for four years; 1687 for three years; 2424 for two years; 1758 for one year; and only 899 had been employed within the last six months. About 1689 clients were past the age of sixty. It was noted that 5620 clients expressed a willingness to attempt some sort of "back to the land" adjustment.

As a result of these disclosures, Houston has begun to give serious attention to the subsistence-homestead movement as it applies to the local situation.

Subsistence Homesteads

THE Division of Subsistence Homesteads, Department of the Interior, was set up in July under the direction of Dr. M. M. Wilson. Its purpose as set forth in the act was "to provide for aiding the redistribution of the overbalance of population in industrial centers," $25 million being appropriated to be loaned in aid of subsistence homesteads. With this comparatively small sum available, it was realized that only experiment and demonstration could be attempted; and the stated policy of the division has been to foster as many different kinds of small subsistence-homestead projects as it could find, where the project and the auspices seemed sound; to scatter them widely as to geographic and climatic conditions, and to ascertain by experiment what conditions would lead to the best results on a larger scale.

In its Circular No. 1, issued in November, the division discusses the problems which gave rise to the legislation; the existence of stranded industrial and agricultural communities, where mines have closed down permanently or where it is no longer profitable to continue to farm submarginal soil; the shorter work day and week, which permits the use of increased leisure for subsistence gardening; the occurrence of cyclical and seasonal unemployment, during which a measure of security can be given to workers if they can secure part maintenance from homesteads owned and worked by themselves. The trend toward decentralization of industry noted in recent years is a favorable factor in subsistence homesteading.

In general, five major classes of projects are being established by the Subsistence Homestead Division: (1) workers' garden homesteads near small industrial centers in which small industries are located and to which further decentralization is likely to take place; (2) workers' garden homesteads near large industrial centers, usually of heavy industries not likely to decentralize; (3) projects for rehabilitation of "stranded" industrial population groups, particularly bituminous coal miners; (4) projects for reorganization of disorganized rural communities, and for elimination of rural slums on lands submarginal for agriculture; (5) movement of population, largely farm families, from submarginal dry-farming lands in the West, to unoccupied farms on existing federal reclamation projects, to be done in cooperation with the Bureau of Reclamation. Projects of the first two types will be planned to accommodate those employed in offices, in the trades and in other lines, as well as in industry.

Subsistence homesteads will ordinarily be established and administered in groups, accommodating from 25 to 100 families, and in exceptional cases a larger number. An individual homestead ordinarily will consist of from 1 to 5 acres, depending upon soil, size of family, character of agricultural operations contemplated, opportunity for wage employment off the homestead and other factors. On this plot the family will be expected to raise vegetables and fruit and, depending upon circumstances, poultry and possibly a pig or two; in some cases a cow will be kept. Production will be on a subsistence basis for the household use of the family and not for sale in the market. The homestead, in other words, is intended to be a supplement to work in office or factory. One conclusion clearly to be drawn from European experience with small holdings is that without adequate opportunity for wage employment failure will result. Home processing and storage of food products will be encouraged. Home and small local industries will be fostered to aid in supplying clothing and other necessities and to develop sources of supplementary cash income.

Expert assistance is being given through the division in planning sites and the buildings; in soil problems and agricultural methods; in engineering for roads, lighting and sanitation, in

educational, recreational and handicraft activities. The need for great care in the selection of families to receive loans is stressed.

Few projects are past the planning stage. Two which seem to have advanced beyond this point are:

1. *Tygart Valley, Randolph County, West Virginia.* An option has been secured on 2250 acres, of which 1600 is good bottom land. It is planned to divide this into homestead lots to cost about $2000 each, the payments to be amortized over a considerable period. Due to withdrawal of lumber and coal industries from the surrounding hills, the county now has over 70 percent of its population on relief; and the homesteads will be allotted to families carefully chosen from among these local unemployed, and from farmers who have been battling with erosion and poor soil in the nearby hills. The tract is adjacent to the Monongahela National Forest, which will give wage-employment to some of the homesteaders, while plans are afoot to induce one or more small industries to move into the area.

2. *Dayton (Ohio)* Subsistence Homesteads. The Unit Committee of the Council of Social Agencies, the driving-power behind the self-help program of Dayton, secured title last spring to a quarter section of farm-land about seven miles from the city. Funds to develop it as a homestead project were lacking; but a number of would-be homesteaders planted gardens last spring, and a few families went to live in the existing farm buildings. Ill luck dogged the project during the summer; two weeks of rain and then six weeks of drouth followed planting, and only a small crop was raised. The crowning disaster was the loss by fire of a barn in which was stored some of the furniture which Unit families had built for their hoped-for homes.

Plans went forward steadily, however, and a loan of $60,000 secured from the Subsistence Homesteads Division changed planning into instant action. One house is practically completed, another half-done and several beyond the foundation stage. The material used is compressed cinder-blocks, to be stuccoed outside; and work will continue during open periods of the winter, as the homesteaders find opportunity. Three or four families will continue to occupy the existing buildings, and care for small flocks of goats and poultry, which are already on the farm.

Of the 160 acres comprised in Unit Number One, thirty-five three-acre plots have already been assigned; and the remainder of the acreage will be used for common purposes—roads, wood-lot, pasturage and recreation ground. The last two items are planned for the banks of a creek which winds through the tract. The old brick farmhouse, built in 1820, will be used as a community house when no longer needed for temporary shelter.

The Dayton project does not contemplate complete reliance on the land for maintenance. Everything possible to be grown or made at home will be encouraged. Weaving, carpentry and other household arts are part of the program but the products are to be for use rather than for sale. A small cash income from part-time work in industry will be necessary, to buy articles which cannot be developed through home industry, and to meet payments on the homesteads, which are to be spread over a period of fifteen years. [See Subsistence Homesteads, by Ralph Borsodi, Survey Graphic, January.]

A Joint Committee has been set up between FERA and the Subsistence Homesteads Division, to further cooperation on joint programs. This committee has also in its special charge the allocation of grants to self-help organizations these amounting to $212,352 up to December 20.

Final Red Cross Distribution

THE final distribution of clothing manufactured from the cotton provided by Congress last winter has been made by the National Red Cross in recent weeks. Local chapters have received their final quotas in the form of ready-made garments, bedding and yard goods, and are engaged in passing them out to their needy clients.

The FERA has accepted the major responsibility for seeing that families of the unemployed are provided with clothing this winter, and has stimulated state administrations to adequate care in this respect. The following telegram signed by Harry L. Hopkins went recently to all state ERAS:

> Ample evidence has come to me that there is great need for winter clothing for families on relief. We must insist that your responsibility for taking care of the needs of these families in respect to clothing be discharged by the prompt issuance of orders to all local relief committees that they must see that needy families are immediately supplied with necessary articles of clothing, blankets and bedding for the winter months.

Respite for Private Givers

TO avail itself of state aid provided by an act of the legislature a year ago, the various counties of *Delaware* were obliged to finance one fifth of their total needs from local funds. The State provided the remainder from a $2 million relief appropriation.

New Castle County (Wilmington) departed from the usual procedure in such cases by electing to make up its local fund from private contributions rather than from tax sources. In two drives, one in the fall of 1932 the other in the spring of 1933, a total of $350,000 was raised, which qualified the county for $1,750,000 in state aid. In the year preceding this arrangement, the county had carried the full load, totalling $900,000, through funds privately raised.

The County Relief Committee announced this past fall that thanks to federal aid, the private contributors were to be given a recess from their monthly commitments to the local fund: "It is impossible at this time to say what may be necessary late in the winter when funds are exhausted, but for the present we feel it is highly desirable to grant at least temporary relief to the givers who have supported unemployment relief so generously for a period of years."

State Aid

MISSOURI has been wrestling with the problem of finding $5 million for relief, with no success so far. The attorney general of the state has warned that a sales-tax proposal, now before the legislature, is not constitutional, and no satisfactory substitute measure has been found.

The *Oregon* legislature adjourned in December after having enacted a 1½ percent sales tax for relief purposes.

In *Illinois*, the revenue from the sales tax passed in October will be diverted from welfare relief to some other purpose, probably school relief, after January 1.

CWA and Historical Research

THE field of local history, neglected in most of our states, offers opportunity for the employment of men and women of education and special training under CW and CWS. State historical societies have been active in setting up and supervising such projects. In *Alabama*, approximately 375,000 pages of valuable historical material were assembled during 1933 by relief workers under the direction of the Department of Archives and History. This work included transcribing epitaphs from old gravestones, copying county histories, old diaries and other manuscript materials, filing newspaper clippings, indexing out-of-print books, transcribing and indexing marriage records, obituaries and wills, and indexing Confederate military records.

Arizona, *Colorado* and *Virginia* have had assistance on a smaller scale from CW workers. The *Minnesota* Historical Society is supervising the work of eight trained women assigned to sort, catalogue, repair and arrange material for its collections. The *Missouri* Historical Society has submitted similar projects which if approved will employ twenty persons. The *Wisconsin* Society is employing six CWA workers in indexing the manuscript volumes of the U. S. Census for the state. The *Concord (Mass.)* Antiquarian Society has had seven workers assigned it to assemble material to complete the town's history in preparation for its tercentenary. The Library of Congress is to employ fifty-one people to index portraits of historical value in books and periodicals; and a project is planned for 1200 men with architectural training to study, measure, and draw up plans, elevations and details of important historical buildings in the United States.

Jottings

THE drinking-water of five million people in the Ohio Basin will be the safer for the sealing of 21,400 abandoned coal mines recently undertaken as a CWA project under the technical supervision of the U. S. Public Health Service.

OFFERED as comment on current logic in human affairs is the report from Pestszenterzsebetm—yes, that's right,—a suburb of Budapest, that the municipal council has imposed a tax on beggars in order to raise funds for the care of the poor.

BEWARE drug, cosmetic and miscellaneous stores that sell drugs "cut-rate", warns the New York State Board of Pharmacy. Recent investigation of various brands of four articles commonly sold by such stores showed that 44 percent were substandard.

As his contribution to "greater and more intelligent efforts to prevent crime" a Chicago municipal judge proposes that executions, preferably hangings, be filmed so that first offenders, compelled to view the pictures, "would not become repeaters."

ANOTHER bright idea for crime control comes from Boston where a citizen suggests to the Massachusetts Special Crime Commission that crossbows be installed on the hoods of police cars to shoot arrows filled with tear-gas under compression after fleeing criminals.

THE commissioner of conservation of New York state gives the CCC boys credit for the best record ever made in controlling forest fires in the Adirondack and Catskill regions. More fires started last summer than ever before, but they did not get so far.

THE most complete state-wide organization of Citizens Councils for Constructive Economy is in Alabama where, under the leadership of the State Congress of Parents and Teachers, councils are set up in forty-two counties. A state council acts as a coordinating agency.

APPLYING an educational yardstick with results that will surprise most Americans, the United States New reports that the average school year in this country is now 172 days, in France 200 days, in England and Sweden 210 days and in Germany and Denmark 246 days.

THE Carnegie Foundation for the Advancement of Teaching has chosen Walter Albert Jessup as its president, succeeding the late Henry Suzzalo. Dr. Jessup's educational career has been chiefly in Indiana and Iowa. Since 1916 he has been president of the State University of Iowa.

THE federal child-labor amendment goes rolling on. Iowa, West Virginia, Maine, Minnesota and Pennsylvania ratified in early December, making twenty states, fourteen of them in 1933. At this writing the measure is before the legislature of Wyoming.

BUDGETEERS in New York State are casting speculative eyes toward lady fishermen who are exempt from the $2 license fee imposed on the less gentle sex. Among the 500,000 or so licenses issued annually about 43,000 go to women, and $86,000 in new revenue is not to be sneezed at.

A SPECIAL committee is now at work under the wing of the U. S. Office of Education formulating plans for a National Conference on the Education of Negroes to be held in Washington in the spring. It will be directed by Ambrose Caliver, with George F. Zook, commissioner of education, as chairman.

ENGLAND had its first Christmas Seal sale this year, and Italy finds part of its support of the fight against tuberculosis by means of Sunday street-car rides. On that day fares in all parts of the kingdom are increased by about one cent to provide funds for sanatoria in various parts of the country.

APPLICATIONS for home relief in New York City jumped from 16,000 in November 1932 to 40,000 in the same month of 1933. During the first half of December new applications averaged 2000 a day. The Home Relief Bureau has a staff of 5500 of whom 2000 are investigators on work-relief status.

A CRUCIAL loss of hard times comes in the announcement of the U. S. Public Health Service that the always inadequate number of county health departments has declined by 35. Only about 28 percent of rural America has the benefit of local health service under a full-time health officer.

REPRESENTATIVES of some twenty-three organizations have formed the National Council for the Physically Handicapped, Sherman C. Kingsley, Philadelphia, president, for the purpose of strengthening present efforts and initiating new ones in behalf of handicapped children and adults. A conference will be held at New York University in March.

TOM MOONEY'S case will be carried to the U. S. Supreme Court the defense committee announces, on the contention that he has been deprived of constitutional rights by continued imprisonment. His acquittal last May on an old indictment growing out of the Preparedness Day parade will probably be used, the committee holding that he is "either guilty of all those deaths or guilty of none."

To raise funds for the George Washington Highway the American Civic Association, 901 Union Trust Building, Washington, is offering a decorative handkerchief map, inspired by a rare old cloth map of the capitol city, which shows the original l'Enfant plan and with it a map of the surrounding country. Credit for the idea is given to Frederic A. Delano, chairman of the National Capitol Park and Planning Commission.

IF you must be involved in an automobile collision be the hitter, not the hit, says the Travelers Insurance Company, producing figures to show that the rider has a 100 percent better chance to survive than the pedestrian. And—another word of warning—choose a city street for your mishap, for the rate of fatalities for pedestrians on country roads is more than three times as great as the average for all pedestrian accidents.

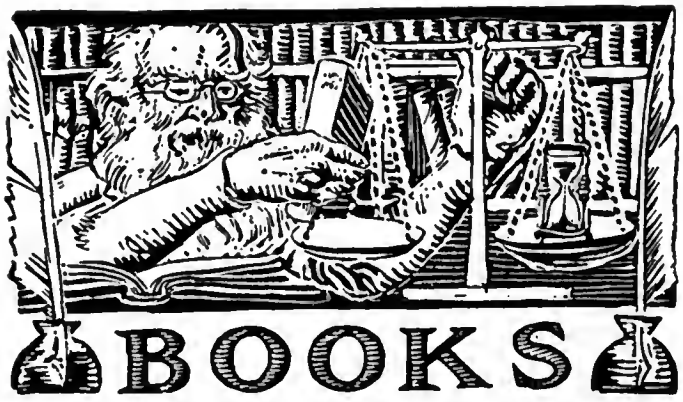
LADY Luck was the arbiter in determining which of 300,000 unemployed men in Chicago should get 49,000 CWA jobs. A drawing of numbers, similar to the procedure of the war draft, with special gadgets for assignment of jobs and veterans' preference, was supervised by college professors.

A NEW activity of the American Municipal Association, 850 East 58 Street, Chicago, makes available during the next six months the service of twenty-five field workers, experts all, to help cities with problems arising from the current situation, especially in connection with speeding-up public works.

ALL New York City is proud of its anti-diphtheria record this past year when deaths have been hardly more than one tenth the average toll of the ten years before immunization campaigns. But the Bellevue-Yorkville district, where work is intensive, is even prouder with no diphtheria death in twenty months.

ALTHOUGH "they say" that children's taste has been "corrupted" by movies and radio, a check made in Baltimore to discover "the twelve most popular juveniles" disclosed Little Women topping the list. It also seems to mean something that the film, Little Women, has broken the all-time New York box-office record.

THE ill-wind of hard times promises to reveal a new chapter in the aboriginal history of the United States. The CWA has approved projects in five states by which 1104 men will be put to work excavating hitherto unexplored Indian mounds and villages which have long tantalized archeologists. Smithsonian Institute is bossing the job.



The Insecure Family

ECONOMIC PROBLEMS OF THE FAMILY, *Hazel Kyrk. Harper's. 500 pp. Price $3.50 postpaid of The Survey.*

THE money economy has raised some serious problems regarding the survival of the family. Modern industry through the money economy has taken the family a long way from the old-fashioned domestic system of production and consumption, hence a long way from the old-fashioned security. About the typical family of our urban industrial society sweep the winds of a variety of disorganizing influences. The home is being forced against the wall by the fact that it is rented space, that the members of the family no longer make their living there. Anyone writing about the economics of the family must see the family in relation to these forces, and that is precisely what Hazel Kyrk has done. She has done it in the way of a master economist.

The modern family is viewed in the light of the evolution of its economic history, and the household is studied with reference to its present-day efficiency in production and management. A great deal is said about the problem of family income and here the questions of standards of living and spending are examined from the point of view of family security. Although the family is as far from the ideal of security as from the poetic ideal of what its organization should be, these are problems, Miss Kyrk believes, that can be met with education and intelligent social legislation. The chapters on standards of living and improved buying are specially worth while.

NELS ANDERSON
Seth Low Junior College

Prevention by Mercy

ON THE SIDE OF MERCY. Problems of Social Readjustment, *by Alice Davis Menken. Covici, Friede. pp. 223. Price $2. postpaid of The Survey.*

THIS volume describes the social efforts of a keen and enthusiastic individual rather than any new technics or principles. It belongs to the category of personal messages, indicating the advances that have been made during the past two decades in the management of a variety of problems dealing mainly with youth and age and early maturity. The emphasis rests upon the Big Sister and Big Brother Movement, the efforts to protect female sex delinquents, the value of the Women's Court and probation. Children born out of wedlock, the unmarried mother and juvenile delinquents receive attention, as well as efforts to promote non-punitive social justice. The responsibility of the state towards its wards in and out of prisons is stressed, but always with a plea for the individualized treatment of those who are maladjusted in their human relations. State and community activity is praised, but likewise the value of the professional social worker and the trained volunteer in welfare service. Mrs. Menken reveals her own human attitude and reflects the interest, enthusiasm and experience which is essential for constructive social achievement in serving the neglected, the dependent and the delinquent members of our communities.

As Governor Lehman remarks in his brief introduction, Mrs. Menken indicates that the attitude of mercy is most valuable as the basis of attacking problems that breed intolerable and difficult situations. Mirroring this doctrine for therapy and prevention rather than the methods of unsympathetic punishment, the narrative is replete with historical data born of the rich experiences which have emanated from as well as guided a great variety of social and civic activities.

IRA S. WILE, M.D.
New York City

The Real China

HOW CHINESE FAMILIES LIVE IN PEIPING, *by Sidney D. Gamble. Funk and Wagnalls. 348 pp. Price $3 postpaid of The Survey.*

THOSE who realize the meagerness of accurate factual studies of China will welcome this careful analysis of the income and expenditure of 283 Chinese families receiving from $8 to $550, Chinese currency, per month.

Mr. Gamble has contributed an accurate and minutely detailed description of just how families of meager income spend their money and in the course of it has drawn a vivid picture of how the humbler Chinese live.

Mr. Gamble's analysis of the data collected from the account books of 283 Peiping families is topically arranged under the headings of income; food; clothing; housing and rent; heat, light, and water; and miscellaneous items with special emphasis on weddings and funerals. The general analysis of the data is supplemented by detailed case studies of twenty individual family budgets and of interesting descriptions of nine weddings and fourteen funerals. The many accurate tables and charts reveal a wealth of valuable data for the Chinese social worker. Among the many discoveries are such as these: the amount of income that the average family must have before they can make rice, rather than products made from wheat flour, their main food ($200 to $300 a month); the income below which there is practically no expenditure for educational purposes and above which an increasing amount is put aside for these purposes ($40 per month); the unusually large expenditures for weddings and funerals (the wedding expenses ranging from 1½ to 9 times the average monthly income, funerals going as high as 45 months' income).

The book is a masterpiece of accurate and painstaking research and of conservative and careful inference from the data gathered. A careful definition of economic and sociological terms used and a glossary of Chinese expressions further insure the accuracy of the facts presented. The book is illustrated by the author's excellent photographs. The careful perusal of this study will undoubtedly give the reader a vivid realization and accurate knowledge of how the vast majority of the Chinese people—which is a very large proportion of all mankind—live.

J. STEWART BURGESS
Department of Sociology, Temple University

The History of History

AN INTRODUCTION TO THE HISTORY OF THE SOCIAL SCIENCES IN SCHOOLS, *by Henry Johnson. Scribner's. 142 pp. Price $1.25 postpaid of The Survey.*

IF the Commission on the Social Studies can maintain in all its reports the standards set by Charles A. Beard's Charter for the Social Sciences and by the present section, on the history of history-teaching, they will produce a document of the highest literary excellence, scholarship and common sense. Professor Johnson shows that no class of people could profit more from sensitiveness to historical experience than the history teachers themselves. With a good deal of sly humor he traces the recurrence of the pedagogical ideas which, in the guise of new terms, parade today as ultra-modern. Some of these ideas have not stood the test of time; some have never been carried to their logical conclusions, while yet others have shown their defects only by being too logically developed and applied—that is, at the cost of values inherent in other, conflicting ideas.

History has been taught forward and backward: following the advance of man through arbitrarily fixed periods, or starting with contemporary needs and selecting phases to fit these needs. It has been made the basis for other studies, coordinated and fused

with them. It has neglected the interests of children or adopted the culture-epoch theory to fit their mentality at different ages; it has been broken up to permit project methods—sometimes carried to absurd lengths. It has been fictional and factual, has served conflicting propaganda purposes, has been used as a tool for the teaching of patriotism, morals, languages, science and what we might call social leadership. The criticism that "history is bunk" seems to have appeared first in the sixteenth century; its teaching has been seen to follow that of religious creeds into the educational limbo, and been rediscovered as an essential of training for citizenship.

The kind of history teaching which seems to emerge as theoretically sound and pedagogically practical is that which uses the past to explain the present; but the adoption of that general principle still leaves unanswered many troublesome questions of procedure.

BRUNO LASKER

Guide to Groceries

THE VITAMINS IN HEALTH AND DISEASE, *by Barnett Sure. Williams and Wilkins (Appleton-Century). 206 pp. $2 postpaid of The Survey.*

NO matter how rapidly public works and cash relief spread, there will always be a modicum of relief in kind. That means, for the social worker, the planning of grocery orders; and that in turn means, if the health and efficiency of beneficiaries, especially of babies and children, are to be conserved, some consideration of the vitamin content of the food orders supplied. For a rapid, elementary, and clearly put survey of all that is known today about the vitamins, Dr. Sure's little book may be heartily recommended. The author is professor of agricultural chemistry in the University of Arkansas, and knows from first-hand experience what deficiency diseases do to human beings and how they may be avoided or cured. He gives first a history of the discovery of the vitamins, then devotes sections to each vitamin in turn—A, B, C, D, E, and G (B_2). The remainder of the volume includes a chapter which analyzes the vitamin content of various foodstuffs, by extremely useful tables, and special studies of the rôle of vitamins in health and in disease. There are indices of both authors and subjects. The whole makes a valuable handbook which could not be excelled for simplicity and reliability.

Sausalito, Calif. MAYNARD SHIPLEY

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A DESCRIPTIVE LIST OF THE NEW BOOKS

A PRACTICAL MEDICAL DICTIONARY, *by Thomas Lathrop Stedman. 12th edition. William Wood and Company. 1256 pp. Price $7 plain edge, $7.50 indexed, postpaid of The Survey.*

UP-TO-DATE edition of a work that has had an established place in professional circles for nearly a quarter of a century. New entries since the 1930 edition indicate, to quote the editor, that "the prolific medical jargon has grown by an average of more than one new word a day during the past three years."

A STUDY OF RURAL PUBLIC HEALTH SERVICE, *edited by Allen W. Freeman, M.D., for the Committee on Administrative Practice of the American Public Health Association. Commonwealth Fund. 232 pp. Price $2.50 postpaid of The Survey.*

DESCRIPTION of rural public-health work in a cross-section of the United States with detailed studies of 46 selected district or county health departments and the results of a less intensive inquiry covering 337 full-time county units in 28 states: summary of a survey initiated in 1928 through a grant by the Commonwealth Fund.

THE CHARACTER EMPHASIS IN EDUCATION, *by Kenneth L. Heaton. University of Chicago Press. 405 pp. Price $3 postpaid of The Survey.*

WRITTEN as a practical aid to classroom teachers, principals and supervisors, this handbook describes methods that have been in actual use and comments usefully on the results obtained. The

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author is director of character education in the public schools of Pontiac, Michigan, where for some years an experiment in direct "character development" has been going forward.

THE UNITED STATES EMPLOYMENT SERVICE, *by Ruth M. Kellogg. University of Chicago Press. 191 pp. Price, $1 postpaid of The Survey.*

THIS book gives the results of a first-hand investigation of the ineffectual and politically manipulated employment service set up under Secretary of Labor Doak, brilliantly carried out by the author under the direction of the Social Service Research Committee of the University of Chicago. The first report of her finding was published in an article by Miss Kellogg in Survey Graphic for March 1933.

WHITLEY COUNCILS IN THE BRITISH CIVIL SERVICE, *by Leonard D. White. University of Chicago Press. 357 pp. Price $4.50 postpaid of The Survey.*

How a system of collective negotiation and arbitration was established in the British civil service and how it functions, told in great detail. The pith is the way English public service, dominated for generations by traditions of "authority" and individualism, is being reshaped by the application of ideas of conciliation and arbitration first tried out in industry. A competent, fully documented study.

MORE AND BETTER WILLS, *edited by Alfred Williams Anthony. Federal Council of Churches. 108 pp. Price $1 cloth, 75 cents paper postpaid of The Survey.*

THE PAPERS presented at the sixth biennial Conference on Financial and Fiduciary Matters under the auspices of the Federal Council of Churches. The purpose of the committee in charge is to study and promote wise public giving. The little volume of papers will be of practical value to the fiscal officers of social agencies as well as churches. It stresses "the need for taking a long view in the realm of public giving" and declares that "where there's a Will there's a way to provide for the maintenance of persons and of projects dear to the donor's heart."

RURAL CRIME CONTROL, *by Bruce Smith. Institute of Public Administration, Columbia University. 306 pp. Price $2 postpaid of The Survey.*

A VOLUME both historical and contemporary which breaks new ground from the author's experience as counsel to the Joint Legislative Committee on Taxation and Retrenchment of the State of New York, as a member of the staff of the Institute of Public Administration in its examination of county government in Virginia, and as a member of the New York State Commission on the Administration of Justice. Covers the ground from the archaic constables and sheriffs, even more firmly entrenched in country than city, to the modern state policeman bedizened with revolver and cartridge-belt.

THE ADOLESCENT BOY, *by Winifred V. Richmond. Farrar & Rinehart. 233 pp. Price $2.50 postpaid of The Survey.*

HAVING written a volume on the Adolescent Girl it is but natural to produce a companion volume. This is a very reasonable exposition of the growth and development of adolescents from primitive times to present-day difficulties in attaining manhood in a world which is practically as unstable as adolescence itself. The adolescent is viewed as an entity and his struggles during the period of physiological transition are sympathetically studied and interpreted. It will be useful for those who are working out problems of wandering children, dealing with probation, or indeed, struggling with secondary education.

OBSERVATIONAL STUDIES OF SOCIAL BEHAVIOR, *by Thomas, Loomis and Arrington. Vol. I. SOCIAL BEHAVIOR PATTERNS. Institute of Human Relations. Yale University. 271 pp. Price $2.50 postpaid of The Survey.*

THIS is a study of the patterns of behavior of children in a nursery school during a free-play period. It involves the differential responses of children at the 4- to 6-year level to all the factors of their environment, based upon specific requirements of the situation. Further effort is made at a preliminary study of a trade school group and an adult industrial group. While the statistical validity of the study is uncertain, the entire experiment is important for those who desire to investigate social behavior through the study of an extensive series of observational samples.

ADULT PROBATION, *by Justin Miller and Associates. Adult Probation Proceedings Publication Committee, Los Angeles. 70 pp. Price $1.25 postpaid of The Survey*

THE proceedings of the Adult Probation Section of the Institute of Government held at the University of Southern California in June 1932, admirably edited by Christopher G. Ruess of the Los Angeles County Probation Department. The leading chapter is by Dean Miller of Duke University Law School, whose associates are probation officers, judges of both juvenile and adult courts and college professors. Parts of the round-table discussion are given. The editing and organization of the material have resulted in a handbook practical to the last degree—even to the point of printing on one side of the sheets so that every other page becomes a handy notebook.

HOW TO DO PUBLICITY, *by Raymond C. Mayer. Harpers. 258 pp. Price $3 postpaid of The Survey.*

HERE is an experienced publicity man's viewpoint on publicity mediums and practices. There is much practical advice in some chapters, while others, including those on radio programs, convention publicity and social service tell "how to do it" only in broad outline. The author writes chiefly in terms of nation-wide distribution of information. The publicity director of a national agency releasing news from his big city office will learn that country weeklies are much more modern than he may have supposed. There are helpful suggestions on dealing with general magazines, and a good account of trade and class periodicals as markets for informative articles.

KNOWING AND HELPING PEOPLE, *by Horatio W. Dresser. Beacon Press. 259 pp. Price $2.50 postpaid of The Survey.*

A BALANCE of life in the interest of an integrated personality is predicated on the theory of man's adjustability in terms of all factors entering into his organization. Dresser rejects deterministic ideas but stresses the whole of an organism even in the distortions of activity. Life is a complicated problem to be solved through the attainment of peace, based upon reeducation in the art of individual living for physical and mental adequacy. How simple is the formula: varied experience, facing reality, expansive mental occupation, honest self-contemplation That is all that is necessary to attain individual unity with intellectual, moral and spiritual trends harmonized into a rational philosophy of life.

ABORTION: Legal or Illegal, *by A. J. Rongy, M.D. Vanguard Press. 212 pp. Price $2 postpaid of The Survey.*

THE LAW AGAINST ABORTION, *by William J. Robinson, M.D. Eugenics Publishing Company. 123 pp. Price $2.15 postpaid of The Survey.*

IT is estimated that as many as two million illegal abortions are performed in the United States during a year. They result in the deaths of at least fifteen thousand women and the invalidism of many times that number. Dr. Rongy's discussion of this subject is based on his own extensive experience as a physician and on an historical view of social, legal and religious attitudes toward abortion. Social as well as medical policy, he believes, must consider and deal with a situation from which now result untold amounts of needless suffering, disability and death.

The forthright position taken by Dr. Robinson is clearly suggested in his title and sub-title: The Law Against Abortion—Its Perniciousness Demonstrated and Its Repeal Demanded. Believing that the prevention of conception is and always will be the method of choice in the limitation of offspring and regulation of population, the author holds that nevertheless "as there are cases in which the induction of abortion is inevitable, necessary, imperative, it is important that both the attitude of the public and the law be changed."

NEW YORK'S RESOURCES FOR THE USE OF LEISURE, *Lincoln School Research Studies, Thomas L. Hopkins, Editor. Bureau of Publications of Teachers College, Columbia University. 67 pp. Price $1 postpaid of The Survey.*

AN unusually timely publication for a "generation which believes it witnesses the close of an epoch in which only a small minority of the population can afford leisure" and which must therefore begin by educating its children for the intelligent use of leisure time. Under the headings of Art, Drama and Dance, Music, Libraries, Science, Radio Education, Historic Interest, Civic Institutions, Transportation, Communication and Commerce, Parks, Play-

grounds, and Athletic Facilities, Stamps, Coins and Photography, and Supplementary References a vast section of New York facilities for leisure activities are enumerated in this well-arranged directory.

PROCEEDINGS OF THE NATIONAL CONFERENCE OF SOCIAL WORK—1933. *University of Chicago Press. 751 pp. Price, $3 postpoid from The Survey.*

WELCOME as always, and indispensable to the student of the American social scene, is this annual addition to the long series which, beginning sixty years back, constitutes a stream picture of our social organization. Sixty-three papers covering a wide range of topics have been chosen by the editorial committee, Katherine D. Hardwick, chairman, for inclusion in the permanent record of the Detroit meeting. The dignified formula of printed proceedings cannot of course convey the excitement and clash of ideas and personalities that made that meeting notable, yet by adroit editing and arrangement much is retained of the stirring atmosphere of those hot and crowded days when organized social work faced and accepted the challenge of a new day.

RETROSPECT AND PROSPECT, *by Sara A. Burstall. Longmans. 286 pp. Price $3 postpaid of The Survey.*

IN writing her autobiography this English headmistress has written the story of secondary education for women in England from the seventies to the present decade. Those who sometimes feel discouraged by the educational scene in this country may take heart of hope from Miss Burstall's patient overcoming of long and rigid tradition, prejudice and misunderstanding in her effort toward genuine educational opportunity for promising and ambitious girls. Among the "unsolved problems" she sees are the need to strengthen the influence of the parent in education, and better conditions of pay and service for the teaching profession, "remembering that what is bad for the teacher must in the long run be bad for the children."

THE ACTION OF THE LIVING CELL, Experimental Research in Biology, *by Fenton B. Turck. Macmillan. 294 pp. Price $3.50 postpaid of The Survey.*

THIS posthumous volume presents some interesting theories of Dr. Turck based upon his concept of cytost as a product of cell disintegration. To this substance, which has never been isolated, he attributes the responsibility for shock and many obscure diseases due to deficiencies in metabolism, chronic infections and the like. The difficulty with his theory lies in its all-embracing qualities; it accounts for too much by merely slight shifts in reasoning which alter the cytost concept and lessen its definiteness. The biological implications may be significant but at present have very little social application. They do not suffice to aid diagnosis or treatment of the numerous diseases whose origin the author holds to be related to this product of cell-disintegration.

FIFTY YEARS WORK WITH GIRLS, *by Otto Wilson in collaboration with Robert South Barrett. National Florence Crittenton Mission, Alexandria, Va. 513 pp. Price, $3 postpaid of The Survey.*

ON April 19, 1883, the first Florence Crittenton Mission was opened in New York "in a seething welter of sordidness and crime." The present stout volume tells the story of "half a century's redemption of girls . . . one of the greatest philanthropic movements of all times," during which the one little mission grew into sixty-five institutions with an aggregate budget of some $800,000. One would not expect to find perspective or objective evaluation in a memorial volume and one does not find it here. The story, told with evangelistic fervor, swings largely on the personality of the founder, Charles N. Crittenton, and of his associate, Dr. Kate Waller Barrett, and the members of her family who succeeded her in the management of the national organization. More than half of the volume is taken up with histories of the various homes.

INSURING THE ESSENTIALS, *by Barbara Nachtrieb Armstrong. Macmillan. 717 pp. Price $5 postpaid of The Survey.*

THIS up-to-date textbook on social insurance, including minimum wage, workmen's compensation, health insurance, old-age pensions, unemployment insurance is of interest to the general reader as well as to the college student, for whom it was prepared.

COMMUNICATIONS

The Boston Campaign

TO THE EDITOR: May I comment upon the article in the November Midmonthly entitled To Chest or Not To Chest in which reference is made to Boston's plan of raising money for its social agencies for the year 1933?

The statements referring to Boston are inaccurate as to fact and unfair to spirit. It is stated that the agencies "later resumed solicitation among their own contributors with their 'takings' counted against their campaign quotas." In fact, the agencies did not appeal to those who had contributed to the campaign, but attempted individually to secure money from those who had not given to it. It is also stated that only $2,830,143 was raised. This is an error. The amount that finally will be realized will not be known until December 31, as the campaign in its conception and in its operation lasts throughout the year. To date $3,600,000 has been raised, with excellent prospects of adding substantially to this amount before the end of the year. Reference is made to "many of the worst features of both chest and individual-agency solicitation." Why emphasize the "worst features" and not take into consideration the fact that some of the best features of both have been preserved? Such phrases as "jockeyed by circumstance," "neither the game nor the name" and "money-raising hybrid" indicate both a lack of fairness and of perspective in judging a valuable experiment in community money-raising.

The implication is that there is one best way to raise money for privately financed social work in every city, the orthodox community-chest method. Although reference is made in the last paragraph to the fact that the community-chest plan is not "perfect for the largest cities" and the writer admits of difficulties of organization and operation in them, the reader is left to believe that any modification of this plan or any departure therefrom is unsound. The writer does not recognize that there may be evolutionary steps in the development of a community plan of money-raising suitable to the unique conditions of a given community.

Many of us have criticized some of the methods of operation of the 1933 Boston campaign. Such constructive criticism as we who are closest to it have made has been translated into definite and satisfactory improvement in method in the plans for the 1934 campaign. Assuredly we intend to have the "benefit of the accumulated years of community-chest experience," of which, personally, I have the deepest appreciation. We do not recognize our joint money-raising experiment as a makeshift or as an emergency plan only. We consider it a thoughtfully conceived experiment in a critical period. We are attempting to adopt not the "worst features" of other techniques of money-raising but the best. Time alone will tell whether or not we shall return to individual agency money-raising or continue with a joint program, as time alone will reveal the solution of many other problems in our community and national life.

MALCOLM S. NICHOLS
General Secretary, Family Welfare Society of Boston

We regret that the amount of money raised by the joint campaign in Boston, as stated in our editorial, was not dated as of the time of writing. On October 25, when the editorial pages closed, the amount given us by a responsible Boston correspondent was $2,830,143 as printed. It had gone up to $3,600,000, at the time Mr. Nichols' letter was written on November 20. It is devoutly to be hoped that the full goal of $5,000,000 may be reached before the close of the year on December 31, a date subsequent to the closing of this issue. The term "money-raising hybrid" was not used as a reproach but as a description of a system departing from the two customary ways of financing private social work, namely, independent agency solicitation, or joint solicitation by a community chest. Its characteristics are perhaps less conspicuous in Boston with its one campaign than in New York, where six such

semi-joint campaigns and two national drives are either under way or planned and announced, as was pointed out in the editorial. That there was doubt of the success of the Boston campaign was not a private idea of our own but a reflection of interviews and correspondence with Boston social workers whose information and fair-mindedness it would be ridiculous to question. The whole editorial, in fact, is based on a considerable body of opinion from informed workers in all of the three cities it discussed, Boston, New York and Chicago. — THE EDITORS.

Housing

TO THE EDITOR: In connection with my own subscription I would like to mention that I feel the need of having my own copies on file for reference and clipping, even though several other members of my family subscribe and have been doing so for years. For anyone whose work lies in housing and allied fields, and whose tastes and interests are related to architecture, your issues have a pretty consistent value in publishing material, graphic and otherwise, of such wide variety as is not covered by any other periodical today.

New York City ROBERT C. WEINBERG

The High Cost of Quack Medicine

TO THE EDITOR: In the November Survey, John A. Kingsbury makes a timely plea for, A Health Plan for the Nation. Why not, indeed, *if the nation can pay for it?* I see a good deal in print nowadays about what the people of this nation can afford to pay for education, decent housing, prevention of disease and other luxuries. But I have failed to find these discussions coupled with any discussion of what the people pay for, but fail to get! What about utter waste as a factor in our inability to pay for things we need badly? Medical care in particular?

How many people have skimped medical care in order to continue payments on real estate, a home, securities, furniture and other "investments" in "permanent assets" which will never be worth one half the price paid? And to what extent is their consequent ill-health increasing the burdens of public medical care today? And how much income is wasted on costly substitutes for medical care?

Among the millions of family budgets which do not include proper medical care, how many include items like these? "Jones family spent in 1930, $7 for medical care, $75 for patent medicines." "Joseph Stein, mechanic, spent $90 on a proprietary diabetes remedy during 1931. He died of diabetes during 1932. Widow and five children now on relief." "Luigi Rossi, laborer, supporting nine people, spent $15 on an advertised hernia cure. Cheap enough, but he later spent three months in a hospital following a strangulated hernia."

Why must millions of our families pay for medical care without getting it? Why must these revenues be diverted from the hospital clinic to the quack and the medicine-faker? Make your own estimate of the nation's annual expenditure on quacks, quack appliances, and proprietary remedies. However you go about it, I know you will not estimate less than a hundred million dollars. Against this, set aside a budget of, say, 1 percent: one million dollars for an attempt to divert a hundred million from fake medicine to real and legitimate medical care. But how go about it?

There are many possible plans. Here is just one for present consideration. Forget about the Food and Drug Administration, the Federal Trade Commission, and all the old and legal regulatory formulas for control. Concentrate on the modern weapons of economic competition: advertising, publicity, personal salesmanship, legal battles to check the fake medicine people when they go too far in their campaign of retaliation. Make everyone hoist the colors of friend or foe: the national advertisers' associations, the big advertising agencies, the magazines, the newspapers, the outstanding public relations counsel, prominent politicians. Everywhere the challenge, "Are you for or against the sale of fake remedies?"

Along with the direct attack on fake-medicine advertising, an educational campaign telling people what real medical care is, and where to get it. Telling people how much real medical care you can get for the cost of a "magic electric belt" or a few bottles of some popular but worthless nostrum. Sending that message through the social agencies, through the schools, through the medical societies; through every available channel to the Joneses, the Steins and the Rossis. Victory means that millions of families will be able to pay for real medical care. It means increased income for hospital clinics, the medical profession and the "ethical" part of the drug trade.

Foundations to the fore! Where can you hope to get more for your money? A million dollars to divert perhaps ten times, perhaps fifty times that amount from the bandit to the doctor.

The adulteration, misbranding and false advertising of drugs, medicines and appliances is more than an unclean phase of our economic life, more than a political and social scandal, more than a significant factor in our public health. It is a factor of tremendous importance in the total cost of medical care.

Ridgewood, N. J. RANDOLPH CANTLEY

Alcatraz Prison

TO THE EDITOR: I am inclined to think that your article in the November Midmonthly Survey on the use of Alcatraz Prison in San Francisco Bay for vicious and irredeemable criminals is based on insufficient information. Alcatraz is an ideal prison site according to medieval standards. It was an ideal prison site when the first prison was established there by the Spanish. For at that time an ideal prison was a place where prisoners could be kept without danger of escape. And so they were kept in dungeons hollowed out of the rock. Today the dungeons are not in use—but they are still there.

Neither the size nor the topography of the island lends itself to the development of "facilities for educational, recreational and industrial therapies which are an accepted part of modern penology."

The old myth that escape by swimming away is impossible has recently been exploded by three girls, one of whom swam from the island to the mainland, another of whom swam from the mainland clear around the island and back to the mainland. The feat of the third I have forgotten.

The question as to whether Alcatraz will become a second Devil's Island we can dismiss as most improbable. But the real objection to the use of the island is that its size and topography render it unsuitable for a modern prison.

San Francisco PHILIP O'FARRELL

The Farmer's Load

TO THE EDITOR: Find card and cheque enclosed accepting your offer. This comes from a diminishing income from farm land that has not paid taxes and upkeep for two years.

Why don't you learn something of the farm situation? The farms constitute the only basic industry in the United States that is not monopolized and if you will investigate the number of monopolies living off the farmer, I believe you will learn what is the matter with the farms. There are the elevator organization, the millers, the packers (meats and vegetables and fruits), the fertilizer monopoly and as some farmers say, "the worst of all" the harvesting machinery and farm-implement monopoly (a branch of steel monopoly). Add to these commission firms and grocers, who have boasted of "making two profits off the farmer," buying his produce at wholesale and selling to him at retail. Then the increasing prices of building materials, house furnishings, kitchen utensils and other things by tariffs, patents and compelling him to pay freight both ways. These are points politicians never see. Just the "hick farmer" is getting glimpses of what is hurting him.

Redkey, Indiana GERTRUDE Q. CAMPBELL

GOSSIP: of People and Things

Concerning the NCSW

SINCE everything else gets by with initials this department proposes henceforth to allude to the National Conference of Social Work as the NCSW. So-o-o—

The work of compiling a new cumulative index to the first sixty volumes of the Proceedings of the NCSW has been finished and the new volume will be published early in the spring. The exacting task was undertaken three years ago by Bertha Freeman Hooper, assistant editor of the Proceedings, who died just before it was completed.

The prize of $250 offered by Chester D. Pugsley of Peekskill, N. Y., for the paper given at the Detroit meeting which made "the most important contribution to the subject matter of social work," has been renewed for the 1934 meeting in Kansas City. The '33 prize, it will be recalled, was divided between Neva R. Deardorff and Antoinette Cannon.

The NCSW has arranged with the Committee on the American Indian to continue its present affiliation for another period of two years, the original term of affiliation having expired. Mary Louise Mark of Columbus, O., heads the group responsible for Indian programs at Kansas City and Montreal.

A list of past-presidents of the NCSW, published in the recent Conference Bulletin, shows that of the sixty, five have been clergymen and six women. The conference was thirty-six-years old before it chose a woman for its leader, Jane Addams in 1910. Since then have come Mrs. John M. Glenn, 1915; Julia C. Lathrop, 1919; Grace Abbott, 1924; Gertrude Vaile, 1926; and Miriam Van Waters, 1930. Homer Folks is the only twice past-president, 1911 and again in 1923. Thirty-one of the past-presidents are deceased.

ARTHUR DUNHAM contributes this one on alphabet soup, crediting it to Mont Smith of the Pennsylvania State Emergency Relief Board: Anxious voice on long-distance call, "The SERB is sending out an SOS to the CERB for men to be sent PDQ to the CCC." Quoth Mr. Smith under his breath, "DAM"—out loud, "OK."

CORRINGTON GILL and Jacob Baker of the FERA have been designated assistant administrators of civil works, the former in charge of all statistical and financial matters and the latter of all engineering services in connection with projects and state relationships other than financial. Bruce McClure, secretary of FERA, is also secretary of CWA with Robert J. Kennedy of New York as administrative assistant.

THE National Congress of Parents and Teachers has just issued a new publicity manual prepared by Clarice Wade for the guidance of volunteers and others. Copies from the Congress, 1201 Sixteenth St., N. W., Washington. Cloth, 50 cents; paper, 25 cents.

IT took the indefatigable Mrs. Leo E. Owens of St. Paul to get a Blue Eagle, all signed, sealed and delivered by General Hugh S. Johnson himself, for the Christmas Bureau which she and other volunteers run each year for the St. Paul social agencies. General Johnson solemnly approved the "code" of Santa Claus and Co., Inc., and gravely granted exemptions from the maximum-hour clause to permit Santa's assistants to work day and night. All of which was, naturally, publicity meat for the Christmas Bureau.

THE national biennial convention of the YWCA will be held in Philadelphia, May 2–8. The program will include discussion of the revised social ideals of the churches as adopted by the Federal Council of Churches and the various problems of women and girls arising out of the current situation.

FRIENDS of Dr. George H. Bigelow, formerly health commissioner of Massachusetts, gave him a dinner-party recently to celebrate his entrance on his new duties as director of the Massachusetts General Hospital.

PEOPLE who know George Aubrey Hastings of New York only as the urbane gentleman detailed by President Hoover to follow up the White House Conference on Child Health and Protection, will meet him in another role in his new book, Happy Journeys to Yesterday (Putnam, $2). In twenty or so little sketches he recalls his country boyhood and communicates to his readers his own nostalgia for a simple way of life.

Survey-Conscious

THE loyalty and the practical helpfulness of The Survey's readers is never an old story in this office, though rarely a day passes without a new instance. Some show their interest and good-will in one way, some in another. Marion Yingling, associate director of the Kentucky Relief Commission, showed it by writing to all county relief workers and disbursing agents, telling them about The Survey, urging them to read it and enclosing a subscription card. Among other things that warmed the office heart she said:

> I have read The Survey for eleven years and have found in it information, inspiration and new ideas, all of which have helped me to understand my job, my community and the problems of the people with whom I work. I believe that careful reading of the magazine will help every relief worker and disbursing officer to be better qualified for his or her job.

And did it work! If you want to see a state relief organization that is Survey-conscious just take a look at Kentucky.

DR. THOMAS H. REED, of the University of Michigan, recognized authority on government and one of The Survey's authors, is chairman of the Committee on Citizens Councils of the National Municipal League.

RECENT recruits from social work to the field of the small-loan companies include Charles A. Gates, once with the National Probation Association, and lately with the New York TERA, and Walter Schafer also of the TERA. Mr. Gates is with the Massachusetts and Mr. Schafer with the Connecticut Association of Personal Finance Companies charged with "developing understanding and liaison between social agencies and licensed small-loan companies."

BECAUSE of a far from modest pride in its last special number, the December Graphic, Minds on the March, and of gratification at the many generous things its readers have said about it, The Survey gave a party recently in honor of the authors of that issue. To meet them at a Dutch-treat dinner came the other authors and book reviewers who made The Survey what—for better or worse—it was in 1933. After dinner they were joined by another group, the members of Survey Associates living in and around New York, with the authors of Minds on the March telling, "off the record," what they see as the big questions of 1934 and joining in a lively and provocative discussion.

EDWIN S. BURDELL of Ohio State University has been loaned to the state relief commission to organize educational projects of work relief.

Cum Laude

THAT "perennial philosopher of sound economic life," Rev. John A. Ryan, still Father Ryan to most of us though officially Monsignor, has been honored by Pope Pius IX with appointment as domestic prelate of the Papal Household. As no reader of The Survey needs to be told, Father (*sic*) Ryan is director of the Social Action Department of the National Catholic Welfare Conference.

FOR his "original research and scientific observations on the diseases of animals and men" Professor Theobald Smith of Princeton, honorary vice-president of the National Tuberculosis Association, has been awarded the Copley Medal by the Royal Society, Great Britain's oldest scientific organization.

THE St. Louis Award, a certificate of honor and $1000 in cash, was made this year to Dr. Max A. Goldstein, founder and director of the Central Institute for the Deaf, "in recognition of his achievements and research in dealing with problems of the deaf." The award is made annually for services which "bring honor to the community." Dr. Goldstein kept the honor and presented the cash to the Institute.

FRANCES Perkins, secretary of labor, has received the Award for Eminent Attainment made annually by the American Woman's Association, New York.

THE Town Hall Club, New York, has voted to confer on James G. McDonald its annual medal awarded to the member who "in the past year brought credit to the organization by an accomplishment of lasting merit." Mr. McDonald, chairman of the Foreign Policy Association, is now in Geneva as high commissioner for German refugees.

IN checking lists of national agencies, Fred S. Hall, editor of the Social Work Year Book (Russell Sage Foundation), found that between the 1929 and 1933 editions nineteen organizations became inactive and eighteen new ones were born. Among the moribund are noted the Child Welfare Committee of America, International Association of Policewomen, International Boys' Work Council, National Committee on Desertion, National Committee on Visiting Teachers and National Council of Agencies Engaged in Rural Social Work. It is a little startling to see the Reconstruction Finance Corporation in the list of "new" na-

tional social agencies. So much water has gone under the bridge that it takes an editor like Mr. Hall to remember that when the '33 year-book was compiled the RFC had a $300 million hand in relief work.

THE Academy of Political Science has elected Owen D. Young as president to succeed Alanson D. Houghton, resigned. Sam A. Lewisohn and Shepard Morgan are new members of the board of trustees.

THE eleventh annual meeting of the American Orthopsychiatric Association will be held at the Palmer House, Chicago, February 22–24. Dr. Phyllis Bartelme is chairman of arrangements.

THE American Association of Social Workers is rejoicing in a budget adjustment that permits the acquisition of an additional assistant executive secretary, long and sorely needed. It is more than rejoicing at having secured for the new post Christine C. Robb, chief of social service of the late-lamented Child Guidance Clinic, New York. The Association now has fifty-nine chapters and some eight thousand members.

A SOURCE list on Constructive Economy in Government, compiled by the Joint Reference Library, Drexel Avenue and 58 Street, Chicago, gives leading on recent writing on the subject.

OLIVER SHERMAN of the Chicago Tuberculosis Institute, chairman of the Chicago Social Work Publicity Council, died in December after a two-months struggle with amoebic dysentery. It was cold comfort to his friends that newspapers said, "The data collected in the treatment and analysis of his case are considered of great importance in the study of this disease."

AFTER eighteen years on the job, Ida C. Smith has retired as superintendent of the Children's Hospital, Boston.

IN its bulletin, Public Library Standards, the American Library Association, 520 North Michigan Avenue, Chicago, offers to local libraries convenient tests for measuring their efficiency.

IN the collection of 150 more or less human documents which Simon and Schuster, the publishers, have bound together as Dumb Belles Lettres, is this one, directed, they claim, to the Chicago Tribune:

Gentlemen: I am a social worker and as you can imagine my work takes me into all types of neighborhoods. Last Thursday I was walking in a particularly tough district. So tough in fact that I became quite nervous. I would have given ten dollars to see a uniformed policeman. Just then a police-squad car passed and a big thick-lipped man stuck his head out and yelled, Hi, Babe, goin' our way?"

PUBLICITORS who want to see a beautiful piece of printing—not to mention the ideas it conveys—should possess themselves of the brochure, Mass Education, in which the Milbank Memorial Fund, 49 Wall Street, New York, reprints from its quarterly bulletin the paper given by Bertrand Brown at last year's meeting of the American Public Health Association. Mr. Brown, long associated with the Fund, is chairman of the New York Social Work Publicity Council. In his paper he analyzes essential steps in mass education, including media, and discusses criteria of success. The brochure, lavishly illustrated, is free, but it would be gracious to enclose a stamp or two with a request.

FORMERLY a Survey staff member and more recently secretary to the Ohio Unemployment Insurance Commission, Marjorie McFarland is now Fording about Ohio, with headquarters in Akron, acting as a field agent for the newly created State Minimum Wage Board.

Enter the Sociatrist

THIS department almost went into a tail-spin the other day when on its desk landed the card

DR. DANIEL HARRISON KULP II
Sociatrist

Naturally it sent its researchers scurrying hither and thither to learn what a sociatrist does in office hours. Dr. Kulp himself is no stranger. He has been for years on the faculty of Teachers College and has been a contributor to The Survey (see Nurse, Hospital and Community, March 15, 1926, page 680). Well, the sleuths came back with word that Dr. Kulp, AB, AM, PhD, RP, has opened an office "for clinical and teaching services in sociatry, combining sociology, psychology and social case work in the diagnosis and treatment of child-behavior problems, youth maladjustments, adult personality disorders and vocational and educational guidance."

So now we know.

ALONZO MORON, last year's Urban League Fellow at the University of Pittsburgh, has been appointed director of social welfare of the Virgin Islands.

IN sixty or so pages bound up in gay red covers, Benjamin L. Winfield, executive director of the Jewish Children's Home, Newark, N. J., has assembled what he calls Wonder Words (75 cents from the author), a compendium of everyday Hebrew words and phrases, with definitions, used in the everyday life of Jewish families. He offers the little book especially to social workers as affording a key to closer acquaintance with their Jewish clients.

A NEW printing has now been made of The Youthful Offender, the statistical study of crime among the 16-20-year group in New York City made by Harry L. Shulman in 1931 for the New York State Crime Commission. The first edition was long since exhausted. The price of the 374 page study is $1.25 postpaid from The Survey.

THE Canadian Tuberculosis Association has lost its executive secretary, Dr. Robert E. Wodehouse, to government service, he having been made deputy minister of pensions and national health. Dr. G. J. Wherrett succeeds him with the Association.

FELIX MORLEY, favorite Survey author, makes the cub reporter's dream come true when, years later, he returns to the old shop as editor. It was in the first War winter that Mr. Morley, in the interim between an officers' training camp and war service with the Department of Labor, did a month of chores for The Washington Post. In the years since, he has taken an Oxford degree as a Rhodes Scholar from Maryland, served on the editorial staff of The Baltimore Sun and as its correspondent in the Far East and at Geneva, written widely on economic and international subjects (see The Survey, January 1, 1932, page 377), held a Guggenheim Fellowship and for the past three years has been a staff member of the Brookings Institution. Last month, succeeding Ira E. Bennett, he assumed charge of the editorial page of The Washington Post.

"YOU will find no scandals here," says Katherine Bement Davis in the reminiscences of her crowded useful life published in the University of Chicago Magazine for December. The present story, which many people hope is a summary of a longer, more detailed autobiography, is called Three Score Years and Ten. The first part deals with her girlhood, her college years and her earlier professional experience. The next installment will tell of her "adventure" as commissioner of correction for New York City.

AMBROSE CALIVER of the Federal Office of Education is now with the FERA as specialist in emergency relief work involving Negro education.

THE National Organization for Public Health Nursing reached across the continent to Tacoma, Wash., for Grace M. Coffman to succeed Violet M. Hodgdon as its assistant director. Miss Coffman, a graduate of Presbyterian Hospital, Chicago, has had long and varied experience in public-health nursing.

PEOPLE who were at the Detroit meeting of the National Conference last year and who missed hearing Tracy McGregor's inspiring talk on The Spiritual Aspects of Relationships, have now a chance to read it in a beautifully printed little booklet entitled Toward a Philosophy of the Inner Life. It was at the formal request, registered by a rising vote, of the meeting where the address was given that Mr. McGregor arranged for publication. His personal friends received the booklet as a Christmas card. Others may get it, so long as the supply lasts, by writing to Virginia T. Rittenhouse, 1901 Wyoming Avenue, Washington, D. C.

NEW JERSEY health workers are pluming themselves on three first-rate new people added to their forces. Elsie Sieker, Smith College and all that, is with the Passaic County Tuberculosis and Health Association to direct social service and educational programs; Marian McNair, Yale University School of Nursing, New York School of Social Work, and so on, to direct all the health-education program of the Morris County Association, and Gertrude Zwick, Columbia School of Journalism among other things, to direct all publicity for the Hudson County Tuberculosis League.

AMONG those summoned to higher realms by NRA is Elinore Morehouse Herrick, executive secretary of the New York Consumers' League, who has now been made acting chairman of the Regional Labor Board. Mrs. Herrick's work since August in organizing, training and directing a volunteer staff, largely young college men and women, to investigate complaints of violations of the Blanket Code in New York City, has been a notable contribution to methods of employer education in code provisions, and of securing compliance with them. George W. Alger, chairman of the board, has been chosen by Governor Lehman as Moreland Act commissioner to conduct an investigation of the State Insurance Department.

THE SURVEY

Vol. LXX. No. 2 MONTHLY February 1934

CONTENTS

FRONTISPIECE..... CWA Cartoons 34

AN END OF CIVIL WORKS.....*Russell H. Kurtz* 35

1000 DELINQUENT BOYS.....*Richard C. Cabot, M.D.* 38

A PARK FOR EVERY COUNTY.....*Henry S. Curtis* 40

WHEN CLIENTS PARTICIPATE.....*Elizabeth Dutcher* 41

THE ONES WHO HAVE TO STAY .....*Grace Dorman Raynes* 43

BIG-HEARTED PUBLIC.....*Gertrude Springer* 45

COMMON WELFARE..... 47

HEALTH..... 50

SOCIAL PRACTICE..... 52

INDUSTRY..... 53

UNEMPLOYMENT AND COMMUNITY ACTION..... 55

JOTTINGS..... 58

BOOKS..... 59

COMMUNICATIONS..... 62

GOSSIP..... 63

Files of The Survey will be found in public and college libraries. All issues are indexed in the Readers' Guide to Periodical Literature. Ask the Librarian.

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SO THEY SAY

It has always been a race between education and catastrophe.—*H. G. Wells.*

There never has been a use surplus, only a price surplus.—*Henry Ford in New York Times.*

The past year has not been propitious to poets.—*Prof. Allen Abbott, Columbia University.*

In a rapidly changing world wisdom cannot consist of mere adherence to tradition.—*Bertrand Russell, England.*

The ideal of social justice is one of the few ideals that is not being deflated.—*Frances Perkins, secretary of labor.*

Hell hath no fury like a professor whose theories are assailed.—*Rexford G. Tugwell, assistant secretary of agriculture.*

We attempt to punish more crimes than any other civilized country in the world.—*Sanford Bates, U S Bureau of Prisons.*

The state gives the law and does not like to have a gift ass looked in the mouth.—*Collin Brooks in Our Present Discontents.*

The frontier is gone. We've got to make our fight for economic justice right where we stand.—*Senator Joseph C. O'Mahoney, Wyoming.*

No business can be called really successful which has at the bottom workers who are not able to live decently and happily.—*Mrs. Franklin D. Roosevelt.*

Contaminated leisure is more dangerous to youth than contaminated water or milk.—*Bascom Johnson and Paul M. Kinsie in Journal of Social Hygiene.*

Children, in the sunrise of life, are having too much interpretation of life from those in its sunset.—*David C. Adie, New York State commissioner of social welfare.*

This is the first time in the history of American housing that we are going out to clear slums and not to make money.—*Langdon Post, tenement-house commissioner, New York.*

The lecture system as a means of communicating facts should have been dispensed with when the art of printing was invented.—*Nicholas Murray Butler, president, Columbia University.*

It is necessary to realize that a great public event like war does not take place until it has been fully prepared in the inner realm of thought and feeling.—*Horace Holley in World Unity.*

On January 24, 1848, gold was discovered in California. Where we would be without gold it is difficult to say, but that's where we are anyway.—*FPA's Almanack, Cosmopolitan Magazine.*

The criminal that lands in the jails and the prisons is a retail dealer in social harm and in fact, in many instances, has done no social harm whatsoever.—*Dr. Abraham Myerson, Boston.*

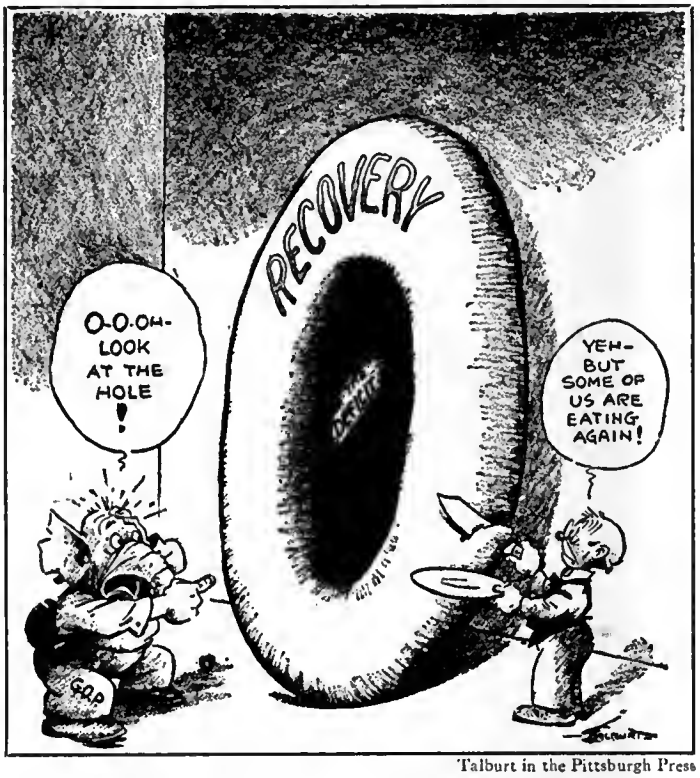
To the American a revolution is like a surgical operation. When it lies in the future it is dreaded, when it is successfully past it becomes an object for celebration.—*William F. Russell, dean, Teachers College, New York.*

More of public social work would be well done if social workers joined in the effort to put it under civil service, and to eliminate residence requirements and gave it cooperation without trying to dominate it.—*Stuart A. Queen, Washington University, St. Louis.*

There is no more pitiful reflection than the fact that it takes so little to help the young grow up with right standards of conduct, so little to prevent the juvenile delinquency which is often the apprenticeship for adult crime.—*Lillian D. Wald in Atlantic Monthly.*

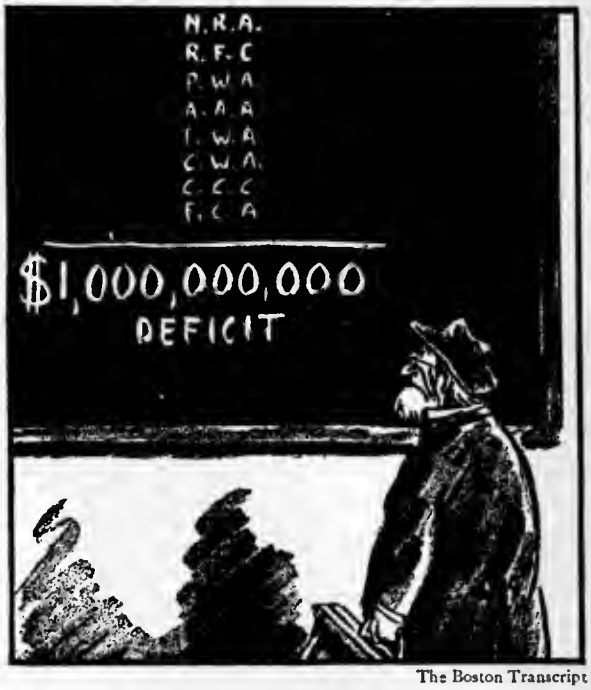
All too many voluntary efforts in a law-enforcement and protective program are completely wasted for lack of intelligence and courage and continuity on the part of the groups that enthusiastically launch them and then go on to other things.—*Jessie E. Binford, Juvenile Protective Association, Chicago.*

I wish that you and other distinguished men of science and letters would get down into the sawdust with me and govern this thing in the day-to-day tussle of actual experience instead of standing aside and conjecturing results on purely academic considerations.—*General Hugh S. Johnson, NRA, to President A. Lawrence Lowell, Harvard University.*



Talburt in the Pittsburgh Press

After all, there are two ways of looking at a doughnut!



The Boston Transcript

Now to abbreviate THAT!

Doyle in the New York Evening Post

Now she wants to kill the dog to get rid of the fleas

Burck in the New York Daily Worker

The Sermon on the Mount

Where three or four are gathered together, these days, there are as many varying points of view. Vast spending projects are a good thing—and they are the sure road to the national poorhouse. Because the CWA is the recovery spending agency that is putting money straight into business, the New York Evening Post (liberal) is against any curtailment, and the New York Daily Worker (Communist) wants a job for everyone who registered for CWA, regardless of expense. You pays your taxes and you takes your choice

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An End to Civil Works

By RUSSELL H. KURTZ
Charity Organization Department, Russell Sage Foundation

THE news that Civil Works is likely to be discontinued by the first of May has given the country a bad jolt. When the plan was projected last November, we Americans unitedly marveled at its audacity. As it was put into action, meeting each step in its impossible schedule right on the dot, we applauded its execution. We were sure that such a popular measure would command all the financial support from our government that it needed to keep it going full force, if not actually to extend its provisions, until other forms of employment would crowd it out of the national scene. We saw in it an expression of governmental acceptance of responsibility for job-security, a dynamic form of unemployment insurance.

The question of where the money was coming from kept bobbing up, but we persistently ignored it. New Deal financial magic would take care of that, we told ourselves. Wishfully thinking ourselves away from the sordid theme of relief, we saw a bright vista stretching ahead to a land where every man who wanted a job would have one; if not in industry, then in government service. But we have had a rude awakening.

The return to realism puts everything back into the old, familiar perspective where Relief stands glowering in the foreground, shadowing the other figures of the Recovery group. Public Works is there, and Business and Farm Employment; but as Civil Works prepares to lay down its burden of the Four Million, we seem to see that it is Relief which strains forward to pick it up.

The President attempts to allay our fears on this score. With the nation clamoring in protest against discontinuance of Civil Works and with Congress eager to appropriate funds so that it may go on, he has asked us to recall that Civil Works when formed last November, was for an emergency of less than three months. He is agreeing now to extend that term to five. He asks us to consider the cost of keeping the program going and whether, after all, we are ready as a nation to meet it. He assures us of his confident belief that those other giant figures, Public Works and Business and Farm Employment, will step forward and take over the tremendous burden of the Four Million, as Civil Works prepares to give it up. We try hard to believe that this will happen. But after four years of depression it is difficult to be optimistic about the possibility of this happening so rapidly.

Yet the decision has been reached and we must make the best of it. Unless there is a change of heart, Civil Works will begin to demobilize, to taper off, shortly after this appears in print. Five hundred thousand men will be cut adrift each week. By May 1 the books will be closed.

The interim retrenchment in working-hours, that sharp dip in the curve which began on January 19 and which is to last to mid-February in order that the first appropriation may stretch through the original budgeted period, will soon be over. Then the demobilization program will be resumed with full crews working full hours, but the numbers of men will be reduced until the end comes in May. Congress is being asked to provide several hundred million dollars for this clean-up job.

PROBABLY few men ever have had a more distasteful task to perform than fell to Mr. Hopkins' lot in that fateful third week in January. Ever since he had taken up the office of relief administrator he had enjoyed the growing admiration and confidence of the country, won by a rare display of courage in the face of obstacles, and vision in the execution of his job. He had built up a marvelous

press. He had put Civil Works across in the time that it usually takes for a government agency to make up its mind to undertake a project of that magnitude. But the very qualities of speed and daring which had made these results possible carried their own penalty. The huge CWA organism, forced into such rapid growth, continued to expand by its own momentum and went beyond the budget limits that had been set for it. Performance outstripped planning, and measurement trailed along behind. Average weekly wages, weighted by an unforeseen use of skilled labor and white-collar workers, crept up above the estimated $12 per man per week which lay at the cornerstone of the budget. Commitments for materials started to get out of hand. By the middle of January, these facts began to show up and demanded quick action. Either more money would have to be found to carry the project forward to the middle of February as scheduled, or immediate retrenchment would become necessary. Mr. Hopkins threw into the breach what he could spare from his FERA relief funds and looked about for more. He was unsuccessful in finding it. Retrenchment was the only way out.

The state Civil Works' administrations were instructed on January 18 to reduce hours sharply and at once. In the small towns and rural sections, fifteen hours became the new maximum. In the larger centers, the thirty-hour week was cut to twenty-four hours.

It was as a byproduct to the news of this development that the country learned that Civil Works was doomed to an ultimate and early death. In its reaction over the temporary cut, the public displayed a sanguine confidence that the retrenchment was little more than a ruse to stir the nation into active support of the plan so that refinancing could go forward without hindrance. This illusion persisted for several days and was only dispelled by repeated declarations from the President that the project was definitely coming to an end. Then, for the first time, did the public realize that Civil Works was through, at least for the present.

Waves of protest rolled in upon the White House, the Capitol and the Relief Administration, but in vain. The President has remained adamant in his reiterated conviction that with the coming of spring the load can be successfully shifted over to the shoulders of orthodox public works and rejuvenated private employment.

THERE has been a disposition on the part of the press and certain other competent observers to read a variety of meanings into this action. One school sees in it the ascendancy of the balanced-budget group in the inner councils at the White House. Another thinks that it is the President's answer to the employers who have showered criticism upon the Civil Works wage-scale. Still another group believes that he feared the growing tendency on the part of petty local politicians to make a job grab-bag of CWA to the point that a national scandal might ensue. "The administration found that it had a bear by the tail," was a comment frequently heard.

It cannot be denied that there is considerable evidence in support of all these interpretations and it is particularly probable that the factors of employer-protest and local political interference may have weighed heavily in the decision to end the program. But the fact remains that the administration's position has been consistent throughout: Civil Works was conceived as a temporary measure, and it has fulfilled its purpose, as the instruments of Recovery are now, or soon should be, ready to relieve it. Therefore, let it go.

Protest over the wage-scale and the attraction that Civil Works' jobs had for common labor, particularly in the rural South, was of major importance and resulted in a serious crippling of the CWA structure even before the financial crisis was reached. The pressure to lower the scale came from friends as well as political enemies of the administration. Mr. Hopkins resisted it as long as he could, but his defense that PWA scales must be observed because his funds came from that body, wore thin and finally gave way. Three days before the retrenchment order went out, he was obliged to yield on this point. States were authorized to allow staggered employment in their rural sections, cutting the hours per man from thirty to fifteen and adding a second crew to alternate with the first. This meant, in the southern states, Civil Works' wages of six dollars a week for the great mass of the workers—much more, it is true, than the relief allowances in that region, but a serious compromise with the basic Civil Works' principle of "real work at real wages." Thus the structure had begun to crumble from within even before its demolition had been ordered.

The charges of irregularity in local administration were also growing more prevalent, occasioning grave concern as they accumulated. From all parts of the country came rumors of political interference with selection of men for CWA jobs and allegations of impropriety in the choice of projects and fraud in their execution. Since they were received from members of both political parties in the same area it was perfectly obvious that many of these charges were imaginary and rooted in the disappointment felt by unsuccessful applicants. Complaints of racketeering by local labor leaders and by "kick-back" men were multiplying. Some of these various charges were substantiated by sufficient evidence to warrant thoroughgoing investigations, and special agents were sent into a number of communities a week or more before the cut in the CWA program was ordered. Later the Public Works Administration was instructed to make a sweeping check-up of the whole operation and a number of changes in personnel occurred. The press, seething with news bearing on CWA discontinuance, showed an unfortunate disposition for a few days to try this "fraud" issue in its columns, but as this is written, no startling revelations have occurred and other news has begun to crowd CWA items off the front page.

THERE has never been any conflict between the Public Works Administration and the Civil Works Administration as organizations or between the men that headed them, but there has been an essential conflict between their techniques. The PWA envisages its task as a slow, plodding program leading toward adequately safeguarded large-scale public employment provided through contracts carefully drawn. Every step is taken cautiously. The engineering, financial, legal, social and accounting aspects of each project are thoroughly checked. The CWA, on the other hand, was devised to create jobs which were critically needed during the period required by PWA to bring its slower processes to fruition. Speed, therefore, was essential in the latter plan. From the point of view of national government, the PWA method is vastly superior to the other except in an acute emergency. The logic of swinging from CWA to PWA at the right time is clear. By reverse reasoning, may we not expect that should another crisis occur similar to

that which faced us last November, Civil Works might be revived and brought to the fore again?

The President has given informal assurance that such a revival might occur. In his request for a two-way relief appropriation of $950 million to cover the demobilization of Civil Works this spring and to finance FERA relief needs from February forward, he indicated that he had not relinquished his preference for employment over direct relief. If Recovery and Public Works fail to take up the slack by fall, it seems highly probable that some sort of emergency federal hiring may again be undertaken.

Relief workers are still too close to the upsetting events of the past few weeks and are seeing too many ghosts in their immediate future to be inclined to look ten or eleven months ahead for trouble. But after the proposed demobilization process is complete and they have taken stock of the wreckage which they will then have on their hands, they may be expected to voice their opinions as to the safeguards needed before relief employment is again undertaken. That they will want such employment resumed if the load of their able-bodied relief recipients remains large, almost goes without saying. What their attitude will be toward wage-scales, staggered employment, the basis of selection and kindred matters will undoubtedly be determined as much by what happens in the forthcoming demobilization period as by what they have learned in the past three months. In this case the many sequels to the past winter's experience with Civil Works will probably be fully as informing as the experience itself.

For if it develops in the course of liquidating the present program, that we have made several million new relief cases in the past three months; if it appears that the reaction from the disappointment of being cut off from jobs that seemed permanent has plunged the unemployed to new depths of despair; if serious administrative weaknesses are revealed in the course of the check-up just started, then it is likely that some major changes will be recommended before emergency relief work on such a large scale is started again.

Take, for example, the matter of the selection of workers. The original plan called for the automatic transfer of two million from relief and the assignment of another two million from the rolls of the unemployed at large. The National Reemployment Service registered the latter group and piled up a total of applicants so large that less than one out of four ever got called for a CWA job. The disappointment of being left out in the cold made bitter critics of many of them and drove others to the intake offices of the relief agencies in the hope that this step would assist them in getting jobs. In a number of cities the relief load went up in the face of Civil Works' hiring, Detroit and Pittsburgh being cases in point. The only real answer to this problem, of course, is a work program great enough to provide jobs for all comers.

Another phase of this same troublesome question was the public's reaction to the provision that no means test should be applied to the selection of the second two million. It must be agreed that good statesmanship was shown in arriving at this policy for not only did it serve the man "on the edge" of relief but it acted as a safeguard against a mad rush to the relief agencies. But the general public could not seem to keep straight in its understanding of this policy for five minutes at a time; it insisted on thinking of Civil Works as relief and on criticizing placement of men who did not give visible evidence of being in dire need. The county offices of the National Reemployment Service found this to be a most vexing situation but pursued a realistic course in dealing with it. Backed by their lay local boards, they followed a policy laid down at Washington: "When in doubt, assign those persons whose employment will be of the most advantage to the community." Even so, Smith, supported by his neighbors, was sure that he needed CWA employment more than Jones in countless thousands of instances.

In the liquidation process just ahead there are indications that the determination of who shall be laid off first and who kept on to the last will probably be made on a basis of relative need.

WHEN an effort is made to evaluate the success of CWA in devising projects that afforded a wide variety of occupation and a maximum of social value to the community, it is easy to become immoderately enthusiastic over some of the results achieved. The story of the draining of thousands of acres of swamp-land, the laying of miles of sanitary sewers, the building of unnumbered playgrounds, recreation centers and swimming-pools, is a saga in itself. There can be no doubt that a decided advance was registered in the American environment during these winter months and that much greater things were ahead had not the program been stopped. One contemplates the termination of many of these projects with keen disappointment. Will a way be found to continue the best of them under local auspices as a form of work relief? As this is written, it is too early to tell.

Civil Works Service too has been developed with imagination and vigor, not feeling the restraint on type of project which was laid upon Civil Works proper by the rules of the Public Works administration. The roster of fields in which CWS has extended its operations is almost as long as the list of professions and public-service agencies (see Civil Works for the Professional, page 55). As a matter of fact it has pushed its program so far that it has recently been in danger of establishing a vicious circle within many of these areas. Thoughtful persons have increasingly questioned the end result of this process by which playground directors, for example, are forced to leave their professional posts through local retrenchment and are returned to them as CWS employes. They ask whether it would not be better frankly to subsidize the established departments so that the regular workers may remain there in their proper professional status.

Civil Works, in the very nature of the case, was beset by administrative problems other than those already discussed. The task of providing tools in sufficient quantities; the need for attaining reasonable labor efficiency; the review of discharges and transfers; the physical protection of the workers on the job; payroll and pay-off difficulties: these were details that came to loom as major problems when projected against the employment of 4 million men and women on thousands of widely scattered projects. They were dealt with in business-like fashion and, except for a few local bunglings, were quickly reduced to workable terms.

In the sickness of heart with which the sponsors of Civil Works have watched their structure brought to earth, they have not adequately refuted the charge of fair-weather friends that "it was something of a flop." Despite its faults and its difficulties, it was a grand adventure. It gave America a lift when she badly needed it.

1000 Delinquent Boys

First Findings of the Harvard Law School's Survey of Crime

By RICHARD C. CABOT, M.D.
Professor of Social Ethics, Harvard University

THIS is Volume I of the Harvard Law School's Survey of Crime and Criminal Justice in Boston.[1] The Gluecks studied one thousand boys (average age thirteen years, five months) who had been referred by Judge Cabot of the Boston Juvenile Court to Dr. Healy and Dr. Bronner of the Judge Baker Foundation between 1917 and 1922. After receiving their advice the judge then decided the treatment, usually probation, placing out or a "reform school." Five years after this treatment was supposed to be finished the Gluecks *located 923 of the 1000 boys (an extraordinary feat!) and found that 88.2 percent of them had, during these five years, continued their delinquency and that seven tenths of them had been arrested an average of 3.6 times each.* Two thirds of them had been sentenced for serious crimes, largely felonies; in other words, after treatment they were as bad as before or worse.

Here we have the main result of this study—an appallingly complete and costly failure, a stupendous waste of time, money and effort in an attempt to check delinquency. I knew these facts when at Minneapolis in 1931 I challenged the social workers of the country to show that their work was worth while. The Gluecks had done their work before that but I was not authorized to describe it in advance of the book now before us.

Why did this failure of the Boston Juvenile Court and the Judge Baker Foundation occur? Not for lack of intelligent devotion by Judge Cabot, nor for want of expert psychiatric diagnosis by Drs. Healy and Bronner. I doubt if such a group of high-minded, devoted and psychiatrically expert workers can be found anywhere in this country. But I also doubt whether with the human material on which they worked and *with the methods they used*, any better results could have been achieved. Presumably these thousand boys were no worse than any other thousand delinquent boys in New York or Chicago. Their personalities were studied by expert psychiatric procedures and treated by the methods most in vogue elsewhere today—probation, placing out, and institutional correction. What the book proves is that these methods will not reform young delinquent boys, unless the methods themselves are reformed,—perhaps not even then.

It has yet to be shown that it is not a waste of time and money to try to reform juvenile delinquents emerging in their thirteenth year from a background of "social inadequacy, unwholesome psychological atmosphere, poor heredity, low moral standards and family criminality," such as the Gluecks found behind their one thousand unfortunate youngsters. Certainly one ideal juvenile-court judge and two expert and widely experienced psychiatrists with their corps of assistants cannot do it *so long as diagnosis and treatment are in separate hands.* These noble people, handicapped as they were then and as their successors are today, with this hopelessly unscientific and inefficient technique, are bound to fail in the future as they have in the past, until they cease to divorce responsibility for diagnosis from responsibility for treatment. The unfortunate delinquent is passed on from police or parent to history-taker, to psychiatrist, to juvenile-court judge (with the psychiatrist's recommendations) and then from the judge to the probation officer, foster-parent or correctional institution. The psychiatrist perhaps has won the boy's confidence, a priceless treasure, which of course ought to be capitalized in authority and insight for treatment, instead of which he tries to pass this on to the judge. Not even the boy's "own story" goes to the judge ordinarily. The judge then wins again a moiety of the boy's confidence, gets for the instant a little grip upon his personality, and then again passes him on altogether out of his own jurisdiction with recommendations which may or may not be carried out, and which in the course of affairs he ordinarily has no time and no habit of following up. If the boy goes to an institution he is sent there for a certain purpose and to achieve a certain object, but it is almost impossible for that purpose to be conveyed adequately by the judge to those in charge of the institution and even if it is, the persons on whom depends perhaps the most important point in his treatment, namely how long he is to stay in the institution, are another group still, the Parole Board. To them finally his fortunes are passed on.

NOW at every step in this series of transfers there is lost motion and waste effort. In the Gluecks' series it was often obvious that the psychiatrists had not conveyed to the judge the reasons for their recommendations. The judge then rejected those recommendations and carried out another plan; but he did not pass back to the psychiatrists his reasons for so doing. And when the boy was transferred, perhaps to the Children's Aid Society to be placed in a foster-home, what fraction of the intimate knowledge of that boy, derived from his parents, from the psychiatrist's knowledge, from the judge's often poignant interview with him, and from the probation officer's intimate association, what proportion of all this was transferred to those who have to carry out the treatment? Of course only a small fraction. It is preposterous to suppose that anything but failure can result, as it has in the cases described in this book.

It reminds me of the old times at the Massachusetts General Hospital when looking over the records of some years back I found a patient at the head of whose record was written the diagnosis, "Neurasthenia, nervous prostration." Nothing unusual about that. But at the end of the record was written the word, "Died." That startled me and I consulted the post mortem record in a far-off room within the hospital grounds, the pathologist's office. There I found that the post mortem had revealed cancer of the pleura as the cause of death. Those two sets of people, the clinicians and the pathologists, were then almost isolated from each other, and so learned almost nothing from each other. "Barbarous state of things!" we say. Yes, but that is just where we are

[1] ONE THOUSAND JUVENILE DELINQUENTS, *by Sheldon Glueck and Eleanor T. Glueck. Introduction by Felix Frankfurter. Harvard University Press, 1934. 350 pp. Price $3.50 postpaid of The Survey.*

still in the matter of the diagnosis and eventual fate of delinquent boys. The psychiatrists and judges on whom falls the duty of diagnosis and of decision about the boys' future do not know how that future actually turns out. It has remained for the Gluecks to put together what the psychiatric clinicians expected and planned and what the pathologist—time—actually revealed in the cases of these unfortunate children.

A doctor who pays no attention to his "end-results," who does not know whether the medicines that he gives and the operations that he performs do good or harm, is unfortunately not a great rarity among us still, but he is not as common as he used to be and he is ashamed of himself. The judges and psychiatrists attached to such a court as the Boston Juvenile Court are just where the medical profession used to be. They go on passing out diagnoses and decisions without taking sufficient time to find out whether their prescriptions have benefited or harmed the patient. They are fearfully busy, of course, but have they any right to be so busy that they do not know whether their work is having a good effect or a bad effect or no effect at all in the fortunes of delinquent boys? Far better deal with fewer cases. Since their efforts are often useless, as this book shows, it will not be anything terrible if some delinquent boys go altogether without the benefit of these efforts. Then on a few the efforts could be effective.

SUPPOSE all the diagnostic and therapeutic influences concerned with the delinquent boys were united under a single Ministry of Justice, so that psychiatrists, judges, probation officers, foster-parents, heads of institutions and parole boards all worked together under a common plan and in view of the same state of facts about their boys. Suppose, in other words, that we had cured the obvious diseases of method now so clearly to be seen in the work of the Boston Juvenile Court and the Judge Baker Foundation. Could we then hope to reform a large proportion of these boys? If we cease to make these obvious blunders can we hope to retrieve the wreck of these lives? I do not think we know enough to answer yes.

I have already indicated something of the social background out of which these thousand boys emerged. What of the human material in them when they came before the Boston Juvenile Court? Forty-one percent of them were normal-minded, 13 percent feebleminded, the remainder border-line cases or dull. Three fourths of them had been retarded one year or more in school. Four fifths of them were already in industry, half of them in street trades. Sixty-three percent of them had been delinquent before they reached the Boston Juvenile Court, and, most important of all, *95 percent of them had been known to be misbehaving in school or at home in ways that would predict their careers to any one familiar with juvenile delinquency*. It could have been known to be more than probable that they would turn out thieves, as most of them did.

With such human material coming out of such a social background, could even an ideal procedure of diagnosis and treatment accomplish reformation? We shall not know until we have tried. But in such boys we can at any rate make certain distinctions such as the Gluecks have drawn up in the shape of *factors of prediction*. As a result of their studies of these thousand children they are able to tell us:

(a) If the delinquent boy has had *good paternal discipline* at home he becomes a recidivist after juvenile-court treatment in only 54 percent of cases, while if has been having bad paternal discipline at home, or none at all, that percentage is 91.

(b) If he is *over sixteen* when his first delinquency occurs, he becomes a recidivist after juvenile-court treatment in 61 percent of cases, but if he has started his bad behavior before his eleventh year he becomes a recidivist in 92 percent of cases.

(c) If he has been known to be delinquent for *less than a year* before coming to the juvenile court, and if he has had *no history of misconduct* at school, there is only 72 percent probability of his going on in his career of delinquency just the same despite juvenile-court treatment. If he has been a *delinquent* for *two years or more* before coming to the juvenile court and has a *history of misconduct at school*, the chances of his going on in the same way or worse, despite anything that the Boston Juvenile Court and the Judge Baker Foundation *as now organized* can do, are 90 percent. If he has had no retardation in school he becomes a recidivist after juvenile-court treatment in 78 percent of cases. If he has been retarded in school he becomes a recidivist in 88 to 93 percent.

On the basis, then, of the Gluecks' study they can say that the juvenile-court judge facing a delinquent boy who has good paternal discipline at home, no history of misconduct in school, no school retardation, no delinquency up to his sixteenth year, and less than one year of delinquency before coming to the juvenile court, can know that the chances of reformation are relatively good. If these conditions are the opposite the chances are relatively bad.

In the preface to the Gluecks' last book [1] I suggested that

THE Harvard Law School Crime Survey was begun in 1926. It consists of a series of intensive investigations into the structure and function of the machinery of criminal justice in Boston, its punitive and correctional institutions and agencies, problems involved in juvenile delinquency, the press and crime, and other related topics.

The first volume in the series, 1000 Juvenile Delinquents, by Prof. and Mrs. Sheldon Glueck, published on February 15, is here reviewed by Dr. Cabot. The second volume, Crime and Criminal Statistics in Boston, by Prof. Sam Bass Warner, published on the same date, will be reviewed in a later issue.

Other volumes to follow at intervals of some two or three months will cover the subjects of Juvenile Delinquency in Boston, by Miriam Van Waters; The Press and Crime, by W. Stuart Griscom; Police Administration in Boston, by Leonard V. Harrison; Prosecution, by Alfred Bettman; Criminal Courts, by Profs. Warner and Henry B. Cabot, Jr.; Punishment, Correction and Rehabilitation (three volumes, covering sentencing practices, probation, penal and correctional institutions, parole and pardon), by Professor Glueck assisted by Frank Loveland, Jr., Hans Weiss and Prof. Norman Lattin; the Harvard Law School Crime Survey—an Interpretation, by Prof. Felix Frankfurter, who was the general director of the survey.

The Harvard Crime Survey was carried out in an unusual intellectual atmosphere. Professor Frankfurter has said of it: "The dominant resolve of our group was to engage in a scientific enterprise, unconcerned with the production of immediate so-called 'practical' proposals and therefore indifferent to the exigencies or expediencies of any kind, especially the usual pressure of time in such sociological surveys."

[1] FIVE HUNDRED CRIMINAL CAREERS, *by Sheldon Glueck and Eleanor T. Glueck. Knopf, 1930.*

juvenile delinquency *might* be what physicians call a "self-limited disease" which runs its course in the early adventurous, reckless years of youth and comes to a standstill in middle life, when men begin to value their security more and their adventures less. This hypothesis is in agreement with the fact that we see so few middle-aged or elderly men in our prisons. It is also to some extent supported by a comparison between the Gluecks' present study of the Boston Juvenile Court and the Judge Baker Foundation [with their 88.2 percent of failure], and their study of five hundred ex-prisoners averaging seven years older than the group studied in this book, and showing only 80 percent of failures after treatment. Not only were these older and supposedly more hardened criminals reformed after treatment in a larger percentage of cases, but the crimes that they subsequently committed were less serious. There were but 50 percent who committed serious crimes after their treatment, in comparison with 71 percent of serious crimes in these juvenile delinquents after they had been "reformed." Twice as many of the older men were not arrested at all, perhaps because they were cleverer in evading arrest.

I have always had the impression that those who sentimentally declared that the criminal was just like the rest of us knew little about the criminal. This book of the Gluecks, like their other book, seems to me to prove that the criminal is very different from the rest of us. Most of us go wrong but can learn to do better. The criminal is the person who cannot be taught better in spite of facing the deterrent experiences which would probably straighten out many of the rest of us. Partly by nature, partly by bad environment, and partly by habit, he has formed a definite bias for criminal ways of living. Whether if we applied all the knowledge and good sense at present available (and we are now very far from doing that) we could change these strong biases by any of the remedies yet in sight, I do not know. These two books of the Gluecks certainly make me doubt it.

In this book, as in their last, we see the perfection of team-work in investigating criminal careers. Sheldon and Eleanor Glueck and their staff (Samuel C. Lawrence, Mildred P. Cunningham and others) have done an exemplary job. It is not an exaggeration to say that these two books mark a new epoch in criminological research. They are the first and, so far as I know, the only pieces of thorough investigation in this field. And when they come to state their results the writers are as moderate and as charitable in their tone as any one could possibly ask that they should be. After reciting the facts which I have just summarized they say: "The clinic and court whose work we are examining can hardly be credited with the accomplishment of their avowed purpose, the prevention of further delinquency. . . . The success of the clinic and court is at least dubious" (page 169). I see nothing dubious about it. But owing to their respect for the extraordinarily high character, industry and expertness of those whose work they are examining, the Gluecks modestly understate the results of their findings.

Who will throw the first stone? What piece of social work has criticized itself or been criticized as fearlessly as this and is able to declare (with good grounds for its belief) that it has not failed in 88 percent of its endeavors? I honor the Judge Baker Foundation and the Boston Juvenile Court for having welcomed this piece of investigation. They have trusted in the spirit of science though their hopes of success may perish at the hands of that spirit.

A Park for Every County

HENRY S. CURTIS
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THE White House Committee on Social Trends reported in 1930 that there were about 55 million acres of farm land under cultivation in excess of present needs. This excess it attributed to four main causes: greater technical efficiency, with a great decrease in the number of horses and mules, and the release of 30 million acres previously required to maintain them, our reduced birthrate, the stopping of immigration, and the loss of our foreign markets.

Secretary Wallace has said from the beginning that we must retire from 40 to 50 million acres from agriculture. The original method was to pay farmers to plow up or otherwise retire a certain percentage of their cotton, wheat and other crops and to kill a certain percentage of their hogs. This did not work satisfactorily and caused a great deal of criticism. The government is about to experiment with a different method. It is to buy back the marginal land that is now ruining the farmers who are trying to work it, for a series of local parks, forests, and game preserves. $25 million has been assigned to try out the proposition in four states, of which Michigan is one. If the people approve, and the proposition works, the President has suggested that $350 million might be used for this purpose in the country as a whole.

Many of the cities of Europe are supported in whole or in part from their municipal forests. We are at present growing only about 25 percent of the timber we are using each year. Forests and game are the most profitable crops that can be raised on this marginal land, and every community ought to have a supply at hand. The game in the more populous parts of America has become much depleted and so wild that it can not easily be observed. A game preserve serves to replenish the game for the country round, and make birds and animals tame enough to watch. Our fur crop alone is valued at $75 million annually.

OUR cities have spent vast sums in creating park systems. They have not done too much, but it is much cheaper to put these facilities in the country, and with our good roads and automobiles they may be nearly as accessible there. With the thirty-hour week which seems to be coming in, our people will have vastly more time to hunt and fish and play and camp out; the country, in the future, is going to need a forest, game preserve, and park about as much as it does a court house.

There are about two thousand agricultural counties in this country. If the 50 million acres, which it is proposed to withdraw from agriculture, are distributed equally among them, it would give 25,000 acres to each county, a goodly area, a little more than a township in fact, large enough to grow a real forest and to be a real refuge for game. As all the people will have to pay for this land, it seems only fair that it should be made available to all by a pretty equal distribution. This would give to each county about what our new leisure demands.

At this time such a development is doubly opportune. The land may be had for a song, and its development would give work to all our able-bodied unemployed, through reforestation, the making of roads, bathing-beaches, camps, and athletic fields.

When Clients Participate[1]

By ELIZABETH DUTCHER
Family Welfare Division, Brooklyn Bureau of Charities

THE new pressures and challenges which the new times have brought to family case workers have brought with them a sharpened realization of the client as a social being affected by group loyalties, satisfactions and interests, doing his own purposeful thinking about the social revolution through which we are passing and with very definite ideas about the procedure and the techniques of the organization which serves him and of which he feels himself a part.

We have all had glimpses of a possible cooperative relationship between the client group and the professional group, but in big cities social workers have tended to be more interested in such negative aspects of social life as gang activities and such obvious natural groups as a family's relatives or its relationship to a recognized cooperative agency such as a neighborhood house. We had not realized how much people in a great city are thrown upon themselves, how lonely they are, how much they depend on recreation that costs money. Unemployment meant not only no money for recreation but the loss of all the satisfying companionship found in the job and in industrial relationships in general.

The large possibilities of client participation and cooperation dawned on us at the Brooklyn Bureau of Charities when, in the winter of 1932–1933, we were invited to distribute to our clients, week by week, tickets for food packages which had evolved out of the Red Cross flour allotment. Our professional staff was hesitant, sensing a potential humiliation to the client and a threat to our accumulated experience and philosophy in relief-giving. Yet for practical reasons we hesitated, too, at declining the offer. Presently someone asked: What would the clients themselves think about it? What were they thinking about the whole relief procedure? What strengths could they contribute toward making this type of relief constructive?

To answer these questions we began calling the clients together in the different districts. They faced the matter practically and honestly, offered to assume all responsibility for the distribution of the food packages and to set up safeguards against theft and loss. The committees then formed worked steadily, with inevitable losses and new members, to the end of the food distribution in September 1933. The activity involved definite and serious responsibilities, exact time schedules and long hours of hard work. But through it the men learned to know each other, to gauge one another's abilities and to use them to further the purposes of group action.

While this was going on certain clients, chosen not because of any particular homogeneity but because of their background, the natural creativeness of their interest, or, as in the case of certain women, their need of training in household crafts, were invited to the office to discuss projects or to form advisory committees.

It is true that the case workers had to take the initiative and in some instances use strong-arm methods to bring people out of their seclusion into group activities unless there was a definite self-interest to start them on their way. What was illuminating was that, though the groups were so lacking in common background in the way of education and race, a warm feeling of friendship quickly developed and a sense of solidarity and responsive interest in the furthering of the activity. It was adult education in the sense that there was a good deal of leadership and much direct teaching on the part of the case-working staff and of the specialists who were called in. And it was progressive education in that there was always the goal to stimulate the client to devise creative experience of his own. The participation of the client was on the basis both of group activity and of individual participation in the work of the society, for which they came to feel increasing responsibility. The groups that developed may be divided somewhat roughly as follows:

Groups formed for economic self-help, such as bartering and gardening.

Groups brought together from time to time to promote understanding of some service or treatment which the Bureau wished to make available to them, such as vocational training for boys, adjustment of insurance and the reforestation program.

Recreational groups to promote entertainments, dances and athletic games.

Discussion groups to take up both from a personal and academic standpoint such questions as the pros and cons of work-relief, various schemes of unemployment insurance and relationship between public and private agencies.

Group instruction in cooking and sewing and the child-study classes, these conducted on the level of the new pedagogy.

The Girls' Club, originally an art-appreciation class which developed into a critical evaluation of standards of appearance and conduct.

One form of activity inevitably grew into another in a perfectly natural way with always a tendency toward more self-direction and usually toward more responsibility for the organization that had stimulated the movement. One of the original groups in the food-package distribution, enjoying each other's society and the interplay of each other's minds, invited a speaker of the barter group to address them and proceeded to organize a full-fledged barter unit which, while it has not to date been able to take a single member permanently off the relief roll, has, in six months' time, found a score or more of jobs for its active membership of thirty-five, has maintained an office, developed helpful procedures in its clerical set-up and has been in contact, as a group, with many vital people in the community. One of its achievements was a most successful dance,—all barter, no money,—in which five hundred people participated.

This group has maintained a separate entity from the Brooklyn Bureau of Charities and has invited membership from those who are not its clients, but it has always welcomed participation in its meetings by two case workers in the district.

No group had a stronger sense of brotherhood than the Central Brooklyn Mutual Exchange, as the barter group called itself. Members cheerfully took on domestic duties

[1] This article is based on a paper given before the New York State Conference on Social Work.

for one another in order that the obligations to the exchange could be met. In a district where there was much race feeling and a distinct color line this group had both Negro and white officers.

The promotion of certain types of case-work technique or of the acceptance of certain opportunities through meetings of clients was undertaken to overcome individual resistance and as a short-cut in treatment. Like all group activity, this method does of course break down the confidential relationship between client and case worker and the protection of the client against public knowledge that he is a client. But in all the groups we were astonished to find that the clients, even the white-collar ones, had no sense of humiliation, no shrinking, in meeting one another but rather a new "consciousness of kind," the fellowship of individuals overtaken by the same disaster. In these discussions the leader was always a case worker.

Recreational groups were usually, though not always, tied up with some group that was meeting regularly for a serious purpose. One of the gardening groups celebrated Harvest Home with a picnic and songfest. A sewing-group ended the winter's work with a gay party planned and carried through without outside help, to which case workers were invited and where the best garments made during the year were exhibited and prizes awarded. Some of these women, like many who went to the barter dance, had not been to a party since their marriage, years ago.

THE child-study groups, with leaders from the Child Study Association of America, were an experiment in the group approach to the mental hygiene of childhood. A group of Italian mothers met in a health center with members drawn from clients of the Bureau and of other organizations associated with the center and with the Neighborhood House. A group of colored mothers met in a church parlor. All were clients of the Bureau but varied greatly in cultural background and intellectual capacity. They always opened the meeting with prayer and chose for discussion a subject such as obedience, children's friendships, good habits and so on, bringing in various personal situations that seemed to them to cast light on it:

> My boy of seven is very obedient at school when he has his Conduct Book with him. His teacher marks his conduct in this book. When he does not have the book with him he is not obedient.
>
> My boy is nineteen. He wants to do things the way he wants to do them but I tell him that while he lives with me he must do things the way I want him to.
>
> I have a little girl three years old. I tell her not to go into the bedroom and she comes out but as soon as my back is turned she goes right back into the bedroom.

It was interesting to note the progress made in objectivity and in impersonal discussion of matters extremely serious and personal to those discussing them. At first there was a tendency to pool experience in a somewhat aimless way, but as a meeting went on there was more pointing up of discussion and real progress toward a definite conclusion. In all the groups but in these especially, the social workers gained new insight on needs, handicaps, limitations and undiscovered assets despite the fact that many of the group had previously been studied as personalities and long psychiatric reports written about them.

What are the gains of such a program? What are the difficulties? Is this a field in which the worker trained in case-work technique can operate successfully? How time-consuming is it? Or is it, in the long run, a time-saver? Is it an experimental something that should grow out of case work and be developed side by side with it on an individual basis? Or is it, in some phases at least, something to be left to a cooperating agency, if there is one?

This movement got under way when the organization was busy transferring to the public agency all so-called straight employment cases. The families, therefore, that were potentially most dynamic and most self-directing were unavailable. Those left were people with very serious problems frequently manifesting themselves in irritability, suspicion, seclusiveness, discouragement, irresponsible and demanding attitudes. But in most instances the opportunity to participate in these activities brought at least a temporary sublimation of these unfortunate types of behavior. The case worker was amazed to see demanding, irresponsible, nagging clients, who could talk of nothing but their gas bills, discuss with clarity and objectiveness the organization of self-help work projects or take treatment suggestions from one another that they had resisted from the social worker.

On the other hand there is real difficulty in making these activities wisely and creatively stimulating. While every client showed his best side to the group he could not long conceal or always overcome all his liabilities. There were dishonest leaders, leaders who were crude and confused and long-winded. Some people attained leadership and found satisfaction in it who could not have attained leadership in a more able group. They would be bound to have a sense of frustration should they return to industry, finding themselves a small cog in a great machine. Sensing this, perhaps subconsciously, they lost interest in purposeful activity toward industrial rehabilitation. There were some violent reactions—after the big dance, for instance, one man said, "Last night I felt like a millionaire, but today I feel just like a burned-out stick." It required skilled case-work leadership to meet these situations without undue aggression on the worker's part. But in these efforts she had the group solidarity as a background to her work with the individual.

AS has been said, some specialized leadership was drawn from outside the society, leaders in the child-study group, consultants in barter, teachers of special crafts, but every effort was made to see that these people were awake to their part in the case-work program and fully in tune with it. It is probable that the movement would not have gained the impetus it did had it not been that certain workers, especially one gifted district secretary, were naturally drawn toward this type of treatment and on fire with enthusiasm about it. Workers on whom the strain of the last years had begun to tell found new stimulation and satisfaction in exploring the possibilities of group leadership and an experience enriching to them as well as to the client. Most meetings were held at night and were time-consuming. On the other hand much time required to interview individuals was frequently saved by the group discussions. There was always the worker who thought of this as one more burden, but I think the majority of the professional group of the Bureau of Charities feel that the gains from this new emphasis are great.

The old COS movement was distinctly oligarchical in its set-up and procedure. It represented the progressive, thoughtful, altruistic, moneyed group in the community and the social mores which that group accepted and strove

to make prevail. All of this continues to be true, but with an increasing appreciation of our experimental function and of the precious boon of elastic approach, comes the realization that the opportunity is before us to work with our clients not only individually but with a deeper knowledge of them as social beings gained from observing them in action in social groups.

This has long been realized by social workers in movements the function of which is to promote free association in groups, as in the settlements. This concept has extended to their administrative make-up. In time it may extend to that of the family societies, though our fundamental task must always be an analytic approach to the problems of the individual family which has failed in its social adjustment. Our study of the family's participation in social living, our endeavor to give members of the family further experience in group activities, must be secondary to our primary task.

The Ones Who Have to Stay

By GRACE DORMAN RAYNES

Psychiatric Social Worker, Grafton State Hospital, Massachusetts

I AM writing because I feel the need of justifying my job. Why? Because I am the social worker in a mental hospital where most of the patients must stay for months or years—even the rest of their life-time. And when I tell my friends that, continually they do cry, "Heavens—what do those kinds of people need a social worker for? They're so *hopeless*." Yet who of us has progressed to such an eternal wisdom that we can dare with any finality label people "hopeless" or "hopeful"? It is far more accurate to regard us all as human beings, personalities in progress or regress. The social worker is a better squinter than the patient; she can size things up better and get the slant on the patient's specific misfit—partly because she remembers the times when things didn't hang right in her own life and knows the ways of help.

Where can one draw even the line that labels this patient "acute" and that patient "chronic"? In a hospital for mental disease, the patients who are able to go home or to get jobs are usually termed "acute" and the ones who have to stay quietly or not so quietly behind the locked doors are termed "chronic." But often "acute" people go because they have homes to go to. Given the same resources, many a so-called chronic patient would be at home too. The distinction is mischievous because, in the thinking of many social workers, "acute" is synonymous with "hopeful" and "chronic" with "hopeless"; the social worker orders her schedule by the relative values implied. She tucks in her "chronics" like toes in a too short sheet. Usually they remain uncovered.

Social work with resident patients usually is taken to mean personal service while they are in the hospital and talks with those who probably will leave to prepare them for assuming community life anew. But I interpret social treatment as preparation for whatever setting the patient is to be in. The institution is as truly a social environment as the community. Personal services done for patients who may or may not ever leave the hospital are regarded by some of the intelligentsia in social work as errand-girl stuff. But to my mind such personal services properly done may be the best sort of social treatment.

Our policy of excellent daily care and treatment emanates from a superintendent, Dr. Harlan L. Paine, who has a warm personal interest in his patients. Our chief emphasis is laid on the actual well-being of the patients here and now. Being committed to a hospital is a rent in the life of the patient, however psychotic. He is ripped out of the familiar fabric of his environment. For him it is a cataclysmic change and a terrible isolation. It is the social worker's privilege to bridge this isolation according to his own special needs—his physical needs, his needs for beauty, knowledge, friends, family, God.

Here is the patient in a dormitory of fifty beds, without any of his own "things." Perhaps it's just a particular pipe—but part of him is in that pipe. Our personalities extend to and through the things we own and love. I think of Freddie, a blind colored man, age 52 years, diagnosis general paresis, admitted September 29, 1926. After two years of urging I induced his former landlady to send his trunk to the hospital. It was full of old pictures and letters. We opened it one afternoon in the basement of the ward—the clothing supervisor, Freddie and I. It was as if someone had given Freddie eyes. He had always been a somewhat slack patient, though he had been a great dandy previous to his admission. With the advent of his own clothes, he took to sprucing up. He didn't have time to grumble—he was too busy reminiscing over the feel of the different medals which his father had received in the Civil War.

Food can cause profound misunderstanding between people. I always remember the social worker who thought Jewish houses dirty because they sometimes smelled of garlic. Here is a Chinese woman patient (age 44, admitted June 1, 1933, diagnosis manic-depressive, mixed type) who was scared and so fitted in poorly until the social worker, when taking a history, also collected a good, hot, Chinese dinner from the patient's family and brought it back to her. After that she ate our rice, convinced that our intentions were good. And Edith R (age 73, admitted July 3, 1933, diagnosis cerebral arteriosclerosis) of a very genteel family, but reduced to the utmost poverty. She is very forgetful and does not remember faces or names from one minute to the next. In a family-welfare society's record, the astute worker had remarked this patient's intense liking for coffee and doughnuts. Although the patient's immediate relatives are all dead, her friends still are game enough to contribute the small amount needed to give her coffee and doughnuts on occasion between meals, the happy moments in an otherwise—to her—stale and unpleasant existence.

In recreation we use personal services mostly as rewards. Emma M (admitted May 22, 1906, mentally deficient) is a 49-year-old imbecile who has worked many years in the laundry. She does very good work. She is, however, extremely jealous—worrying over the attentions paid to other patients by their relatives. So the social worker has taken to being Emma's relative at least once a year during Emma's vacation. (All patients at Grafton who have jobs have vacations just as any worker on a more dignified job would.) Emma and the social worker go into Worcester to

dine and to the theater, using money from the Christmas fund. Emma behaves very well and has a lovely time. But, most enjoyable of all, she has something to tell the other patients when they talk of their good times.

In this hospital the social-service office is in the library. Books are often the entering wedge, especially helpful to the patient diagnosed paranoid dementia praecox, whose emotions may be all askew but whose intellect may be remarkably sound in spots. We have a childish patient, Albert W (41-years-old, mentally deficient, admitted September 26, 1913) who has days when life seems to be to him an unbearable itch. For weeks he asked the social worker for an arithmetic book, to keep. Last year he stole schoolbooks from a young boy patient who was preparing to enter junior highschool when he would be boarding under family care. The social worker found an unused sixth-grade arithmetic and gave it to the patient, who finds much solace therein for his restless moods. Why, I do not know. When well, he is an excellent sign-and-poster-painter for the hospital.

MOST personal services are concerned with finding friends and relatives. If you study the visiting slips for a patient who has been in the hospital for years you will see how visitors decrease in number. Even old friends forget. Strange to say, the patient usually does not blame the friends but rather the mail or traveling conditions or the "depression." Sometimes a patient transferred from another hospital will say, "He doesn't know I'm here," and it may be quite true, since often only one address of the nearest responsible relative is given on the abstracts sent with patients from one hospital to another.

That is why I believe firmly in the visit of the social worker to the patient who has just come to the hospital, be he a "transfer" or a new admission. She visits him not to get information about his mental and physical aberrations but in a spirit of giving. "Is there anything I can do for you?" "Is there someone whom you would like me to write to, to tell that you're here?" "Are there any outside worries I can clear up for you?"

These remarks will often bring startling opportunities to cement the friendly relationship between patient and worker that is the basis of all good social treatment. The patient is expected to confide in people he never saw before. He is supposed, cooperatively, to expose his mind to the psychiatrist and his body to the examining physician, neither of whom he has chosen. For any one this is a ridiculous, humiliating situation, naturally eliciting explosive emotions. On the other hand, when the social worker does chores for the patient it is not humiliating because he has chosen that she do them. Though perhaps because hard-pressed, he has admitted her to the privilege of a friend.

Fred A (age 62, diagnosis cerebro-spinal syphilis) was transferred to Grafton October 23, 1931. The abstract stated "no correspondents." My casual inquiry of Fred himself elicited no information about relatives but did bring forth a request for some musical instrument (he'd been a clarinet player) and revealed a keen taste for gumdrops. Our funds didn't admit of money for gumdrops, but Fred enjoyed much a harmonica bought from the Christmas fund. One day he asked for a pencil and paper and scribbled some almost illegible words on it: his right name wasn't A at all but B, and he had a brother, Robert B. It looked like a wild clue but through it Fred's brother actually was found. He hadn't seen Fred for twenty-five years. He was much younger than Fred and more than happy to assuage his own guilt-feelings with visits and gumdrops. And so, after twenty-five years, Fred was relieved of his self-made isolation and seemed content.

Jeanie B is a middle-aged woman (aged 42 years, diagnosis dementia praecox, paranoid, admitted October 23, 1931). She undoubtedly led her husband and two children a miserable existence when she lived with them and the chances are that she will never leave the hospital to live outside again. However, in the light of her wishful thinking her memories of married life have become all imbued with a holy, quiet, kind harmony; she, the ideal wife; Mr. B the ideal husband (whom other people had influenced wrongly against her); and the children young and shining seraphs. Since Mrs. B never had letters or visitors, the impression among the other patients was that the wonderful family didn't exist. Mrs. B was fussed and unhappy; the roots of her dream were threatened. A letter by the social worker to Mr. B brought forth the response that Mrs. B had made his life hell and he would not have anything to do with her. But, wonder of wonders, it enclosed a picture of Mr. B (in golf knickers) and of the B children, very mature cherubim of twenty-one and nineteen respectively. This picture bolstered up not only Mrs. B's dream world but her self-respect. She was not wholly a liar in the eyes of the ward.

There are the patients whose children are being cared for by the state. The Division of Child Guardianship and all other children's agencies in this state are responsive to requests for news. A picture or a letter helps, but the grand moment comes when the social worker can say that she has *seen* Johnny and "Yes, he is well and big—and getting his second teeth."

Religion is the relationship of a man with a cosmic power outside himself, his indication of security in an impersonal world. Personal services in religion are performed of course in a hospital for mental disease by regular clergy who visit the wards; but there are still gaps which the social worker is called upon to fill. Perhaps it is getting the patient a priest who speaks a foreign tongue, or a Bible to use in Bible class. All of us—normal and abnormal—have symbols which express, in essence, the inmost significance of life to us, and it is not fair that patients be deprived of these tokens.

THIS kind of social work treats the person as a very special individual with his own peculiar needs. It is based on the primary foundation of all good social work: what the patient wants for himself from life. It helps to balance the necessary group-treatment of patients in wards where they often eat, sleep, walk, sit and work together as a flock. It treats them as human beings and so makes them feel like human beings and not like numbered cases. It has actual results in achievement of present though perhaps brief happiness. It results in adjustment, temporary to be sure, but as important in the relationship of the hospital patient to the institution as the oft mentioned adjustments in the life of the extra-mural patient to the community. As a matter of the hospital policy, treating the patient as an individual with special wants from social service makes him easier to get along with, a better member of the institution. Being easier to get along with in the ward he has taken a step forward for his progress on the way home, whether he ever gets there or not.

Big-Hearted Public

By GERTRUDE SPRINGER

What can be done about:

The bridge club that proposes to take full charge of "the very poorest family" on the relief list?

The committee of influential ladies set on starting a soup kitchen right across the street from the office?

The minister who keeps on referring cases he knows are ineligible just because he can't bear to say No?

The newspaper editor who promises to hear your side before printing sensational stories of mistreated clients, but who never does?

"AND so we've decided to give our winnings to an unemployed family. Mrs. Stratton and I are coming to see you about it but I thought I had better ring up now so you can have your very poorest family ready for us, the poorer the better. We'll call it the Sans Souci Bridge Club family and we'll take full charge. You won't have to think about it again."

"Oh yeah?" quoth Miss Bailey inelegantly as she hung up the receiver. She knew the Sans Souci Club, likable, carefree, young women, whose husbands just naturally didn't get unemployed. At Christmas they had filled a brace of stockings, sensibly and generously, and recently they had sent a box of clothing, all clean and mended. But "full charge" of a family, that was something different. Without half trying Miss Bailey could foresee the course of events, the fine emotional enthusiasm of the beginning, the dawn of disillusion on the "gratefulness" of the poor, the light-hearted apologies when the club skipped a meeting and, presently, nothing left of all the good intentions but the complete confusion of "the very poorest family." No, "full charge" of a helpless family caught in the desperate web of dependence was not something to be turned over to good intentions and the casual fortunes of the bridge table, where, if Miss Bailey knew her Sans Souci Club, only the complete defection of Lady Luck would cause five dollars to change hands in the course of an afternoon.

Well, what could she propose instead, for certainly this was not an offer to turn down. She must give these women a definite continuing responsibility not too large for the exigencies of the weekly winnings and one where the regular worker would have a check on performance. "Something with give to it."

Milk for the six Larson children suggested itself. Every report on that family ended with, "These children need more milk." If the ladies insisted, one of them could go with the visitor to see the family (Miss Bailey sternly shushed her good case-worker's conscience). Nice, tidy Mrs. Larson would make a good impression and the six towheads were sure to win and hold sympathy. And maybe sometimes the winnings would stretch, as the food order wouldn't, to a bag of oranges. And of course there were always layettes—a grist of them from the Sans Souci would be a big help.

Briskly Miss Bailey jotted on her calendar, "Sans Souci —5 qts. milk daily Larsons, oranges? Layettes ad lib."

"And let's see your salesmanship," she challenged herself as the telephone again demanded attention.

No one questions the goodwill of the little groups that, drawn from their ordinary preoccupations, are eager and willing to help in the business of relief. Many of them, accepting undramatic responsibilities and carrying them competently, have been a mainstay in filling those gaps in relief which available funds cannot meet. But there are others, amiable and well-intentioned, which constitute a definite problem to hard-worked supervisors.

"It isn't just a matter of finding interesting things for these nice women to do," says a worker in a mid-west city where public relief is a new development. "It's the struggle to keep them from doing things that upset the applecart. Our biggest battle has been against soup kitchens, put forward regularly as a new and brilliant idea by first one lot of women and then another. They want to do something that will be 'all our own where we can actually work.' Almost invariably they come to us after their plans are jelled and want a list of our 'very poorest families.' When we are unenthusiastic we are set down as hard-boiled, and professional social workers get another black eye. Usually they go right ahead with their scheme and all we can do is to wait for time and disillusion to deal with it. When we are able to catch the project early we try to show the drawbacks, the waste, the downright unkindness of the soup kitchen as an act of charity and to steer the ladies for advice to two or three people who have had their fingers burned in the soup-kitchen fire. And we always have a counter-proposition to offer, not so exciting perhaps but more constructive. One committee that was bent on starting a kitchen was persuaded to run instead a weekly food sale with the profits used to pay room rents for lone women whose case-stories we supplied. It didn't last long but really counted while it did, and it was the kind of 'all our own' scheme that women like.

"BUT 'suasion doesn't always work. For weeks last winter we had a soup kitchen run by some of the best women in town right across the street from the office. Nothing we could say in advance, no facts or figures, and we had plenty of them, could dissuade the good ladies. Their hearts were moved with pity for the poor, as well they might be. But the expression of that pity was unfortunate. Lacking a list of our clients, which of course we refused, they hung out a sign inviting customers. The result you can imagine—human nature being what it is.

"Well, they finally got some order into it but at the end of a couple of weeks one of the ladies came to ask that their list be checked against ours for duplications. We not only checked, with eye-opening results, but suggested that their volunteers visit the families not on our list. They weren't so dumb, those women, and when they saw how their efforts

were making beggars of people and inviting them to exploit their distress they lost interest. The kitchen languished and finally expired. But what a waste of good energy it was."

"The thing that upsets us," says a worker from a west-coast city, "is the impulse that spends itself on one sentimental gesture, a jam shower for the poor for instance, with ladies going into the homes spreading jam thin and sympathy thick. And 'treats' for the children—how some of these earnest souls love to do good with cookies and home-made fudge. It's no trouble for them to get addresses—in some parts of town everybody is poor, and of course they take the tidbits offered, though with plenty to say about it afterward. Goodness knows we don't begrudge the families a jar of jam and a handful of cookies, but we get the after-clap of these casual gestures and we know how they tend to undermine family morale. We lean over backwards to bolster the self-respect of our clients, then along come the good ladies with their little treats and their over-flowing sentimentality. It's no wonder that after a few exposures to this kind of charity we find the clients cynical and the children badly afflicted with 'gimmes'.

"There isn't a great deal we can do in these busy hectic days to direct good intentions into channels that will afford participation to the giver without imposing on what we consider the rights of the recipient. But we keep on trying and occasionally we succeed. We interested one club in taking over the birthdays of children under their 'teens and in providing treats and extra comforts on that occasion. Another took on our crippled children with their interest growing from treats to treatments. Still another centered on shut-ins, collecting magazines and jigsaw puzzles for them and taking them for drives and to the movies."

But ladies, it seems, have no monopoly on good intentions. Masculine bighearts also create problems.

"If I didn't hang onto my sense of proportion I'd be off ministers for life," says a lively young supervisor in a small mid-western city, "and just because of one man who can't say no. He has plenty of backbone in most things, but let anyone come to him with a hard-luck story and he melts and gives him a note to the relief office. He knows perfectly well the limitations under which we work. He's sat in on committee meetings and we've labored with him privately, but it's no use. One day he'll send us a woman who's afraid her husband might lose his job and won't we please save him a place in Civil Works, just in case. Again it will be a woman who thinks she should have a little food order for her unemployed daughter though two men in the family are working. I can't tell you how much time we spend in explanations which the minister ought to have made in the first place. Of course he has a perfect right to refer cases—but if he would only show a little sense and discrimination about it!"

Ministers are not the only citizens who pass troublesome bucks to the relief agencies. Politicians are the worst offenders with their freely dispensed little notes, "The bearer is worthy, Please see that he gets help," which are troublesome only for the false hopes they often raise and the time they take. But the real villain of the piece apparently is one who does not refer cases at all, the community newspaper, and how the relief people wish it would.

"The editor of our paper is a perfectly reasonable man," said the head of the relief organization in a small eastern city. "But give him a whiff of a human-interest story and the quality of fairness deserts him. We don't ask immunity from criticism—we're a public agency open to public scrutiny—but we do ask the same privilege of stating our case which the paper gives to disappointed applicants or disgruntled clients. And do we get it? We do not! The first we know is when we see in the paper some highly embroidered story full of implicit charges against us. We have implored that editor in common fairness and for his own protection to check these cases against our records. Our most responsible committee members have urged him to test the validity of our information. He is engagingly polite, promises everything, and does nothing but the same thing over again.

"We used to follow up every published case with a brief statement of facts and treatment submitted to Mr. Editor. If we had been derelict we said so with as few alibis as humanly possible. If the record showed that the paper had been imposed on we let the facts speak for themselves. Sometimes a few lines of noncommittal disclaimer would appear and sometimes not. But it got us just nowhere, and though we were studiously good-natured we were constantly in the position of having a chip on our shoulder. So now we just accept the editor who won't play ball as one of our crosses, meantime trying to do a job good enough to defeat casual carpers. There is very little else we can do, except not to let it bother us too much. Of course if he made explicit charges of malfeasance we should defend ourselves tooth and nail, but without such charges it seems to us bad policy to be drawn into continual little bickering fights which keep us on the defensive before the public—not a good place for a social agency to be. I suppose newspaper treatment of this kind has a certain nuisance value after all by keeping us alert and self-critical, but we mustn't let it get under our skins provided always that we honestly know our work is right."

Open-minded supervisors the country over admit that many of the lacks in understanding on the part of the big-hearted public are due to the past failure of organized social work to keep that public abreast of the developing philosophy and method of relief. "Much of the public is still grocery-basket minded in the matter of relief and all we can do in the present situation is to continue our everlasting effort to make it aware of the futility of casual gestures that confuse sustained effort and have no effect on the family's real problem. We have to be infinitely patient with good intentions and infinitely ingenious in affording outlets that will have content and scope, will develop and not discourage participation and which will count in meeting the whole situation of those distressed families to help which is the purpose of all of us, whatever the means we employ."

THIS is the twelfth article of a series which The Survey has drawn from the day-by-day experience of workers dealing with the new problems which mass relief has brought. The situations are bona fide. Supervisors all over the country have contributed to the discussion. Eight of these articles are now available in a pamphlet, Miss Bailey Says . . . (30 cents, postpaid from The Survey.) In the next issue, Publicity, Sweet and Sour.

THE COMMON WELFARE

A National Front on Insurance

PROPOSED federal legislation which will "encourage state action on unemployment insurance" was outlined by Frances Perkins, secretary of labor, at a luncheon recently given by the New York Conference for Unemployment Insurance. By the time this issue comes from the press the bill, now on the desks of Senator Wagner of New York and Representative Lewis of Maryland, will probably have been introduced in both houses of Congress, thus launching our first nation-wide drive toward this measure of security for American wage earners. Pointing out that the insurance device is not a panacea or a certain preventive for the ills of unemployment, Miss Perkins urged the value of this self-respecting form of protection to the worker and his family, its importance to business and industry. Describing how British unemployment-insurance benefits "have been sufficient to give small but steady markets to the great industries of English life," Miss Perkins added:

> What would our shoe manufacturers, our cotton and woolen textile mills, our automobile manufacturers—what would they have given for a small but measurable market for their products through these depression years? If we had had it, we should not have gone so deep. I am convinced of that.

The proposed method of "encouragement" levies a 5 percent tax on payrolls with offset for contributions under an approved public-insurance scheme. The bill leaves each state free to experiment with joint contributions from employer and employe, or contributions from employer alone; with state-wide funds, industrial pools or plant reserves; with different waiting periods, rates and duration of benefits; with definition of eligibles and forms of administration. Provided it conforms to certain minimum standards, each state is at liberty to shape its own legislation. "Consequently, there can be no objection to the proposed federal law on constitutional grounds."

Reminding her audience that "we have no unemployment-insurance legislation in the United States today except one meager experiment in the State of Wisconsin," Miss Perkins declared her belief that the new plan "is a device for encouraging the passage of sound, substantial, locally desired, locally adapted techniques of building up reserves for unemployment," and that it will mean, if it is enacted, a measure of security for the wage earners of every state within two years.

The New Deal's New Year

NOT a look back, but a look ahead characterizes a new sort of annual report, submitted by Frances Perkins, secretary of labor in the Roosevelt cabinet. Instead of a review of the year's activities, Miss Perkins discusses the urgent needs of the new year as she sees them, focusing on legislative and administrative measures in which her department can cooperate with other governmental agencies, with employers and with the public in improving the situation of the country's wage earners. Specifically she urges that the principal accomplishments of the recovery program be made permanent, and among these she lists shorter working-hours, higher wages, abolition of child labor, local boards to pass on workers' complaints, "general recognition of the desirability of competent wage earners' representatives, selected through organization, in all matters affecting industry, labor conditions and civic development."

To cut down the two chief hazards to the security of the wage earner, the secretary of labor urges the adoption by the states of some form of old-age pensions and unemployment reserves. Pointing out that, "No one has yet found a cure for unemployment," Miss Perkins argues:

> This is a social as well as an industrial problem and the cost should be spread as widely as possible. The fund should be collected from fair but not excessive premiums and should be safeguarded so well that it will be adequate for the heavy drains of a possible widespread period of unemployment.

Though not entering into the controversy over "the one best way" which divides the proponents of the insurance principle, Miss Perkins states:

> Premiums may be paid wholly by the employer or by the employer and employe contributing, or by the government participating where the states desire it, but the cost should be assessed as one of the industrial hazards for which industry itself must provide.

In stating the case for old-age pensions, the secretary of labor reviews the plight of wage earners "past the years when they are expected to work hard," and submits:

> There is a problem here which must be met and solved by making systematic and dignified old-age provision in the states which have not already adopted such forward-looking legislation. Federal assistance in this field would not be inappropriate if needed.

The report supplies further evidence, if any were needed, that the New Deal in the US Department of Labor means vigorous leadership for the forces working toward civilized relations between employer and employe and toward social responsibility for the economic security of the American wage earner and his family.

"A Basic Interest of Society"

> If state powers exist to give temporary relief from the enforcement of contracts in the presence of disasters due to physical causes, such as fire, flood and earthquake, that power cannot be said to be non-existent when the urgent public need demanding such relief is produced by other and economic causes.

THUS, in part, the majority opinion of the US Supreme Court written by Chief Justice Hughes and concurred in by the four other liberals of the court, sustaining the Minnesota mortgage-moratorium law. This statute gives property owners the right to apply in court for a two-year extension of time in which to redeem their property after foreclosure. It does not, as some press reports imply, free them from all responsibility for their obligations. Under the law, a "reasonable rental" for the property is established by the court. This must be paid to the holder of the mortgage and applied by him first to taxes, then to interest due, and third to principal. Thus the law, while protecting the equity of the owner, also respects the interest of the mortgagor. The court stated five final conclusions:

> An emergency existed in Minnesota which furnished a proper occasion for the exercise of the reserved powers of the state to protect the vital interests of the community.

The legislation was addressed to a legitimate end—that is, the legislation was not for the mere advantage of particular individuals, but for the protection of a basic interest of society.

In view of the nature of the contracts in question—mortgages of unquestioned validity—the relief afforded and justified by the emergency, in order not to contravene the constitutional provisions, could only be of a character appropriate to that emergency and could be granted only upon reasonable conditions.

The conditions upon which the period of redemption is extended do not appear to be unreasonable.

The legislation is temporary in operation. It is limited to the exigency which called it forth.

Besides its application to a particularly crucial current situation, this decision is significant as indicating the court's views on programs of an emergency nature which the administration has proposed—or may propose—as well as perhaps establishing a precedent for laws states might enact, or others already framed which now face a Supreme Court decision.

"Welfare" Island

HARD, fast and straight from the shoulder was the blow delivered at New York's Welfare Island penitentiary by Austin H. MacCormick, new commissioner of correction, whom Mayor LaGuardia brought out of the West a few weeks ago. With military precision, Commissioner MacCormick and a handful of trusted aides swept down on the institution where some sixteen hundred short-term prisoners were confined and with the highly effective technique of a raiding-squad opened up such a festering sore of corruption and misrule that even case-hardened newspaper reporters were nonplused.

Gang rule, degeneracy and exploitation within the prison were caught red-handed. Out of their comfortable quarters in the prison hospital and into solitary were dumped the "big-shots" who had divided the prison rule and its profitable drug traffic among them, and out to public gaze were dumped their liquor and food stores, their fancy wardrobes, their police dog, their elaborate cotes of carrier-pigeons and all the rest of their contraband paraphernalia. Some two hundred favored prisoners were, it seems, in the gangster organization while the remaining fourteen hundred had been victimized, exploited and all but starved by their exactions.

What has most stirred New York in the exposé is the fact that conditions in the prison were no secret to former Mayor O'Brien and other legally responsible officials of the late administration. The State Department of Correction, the New York Prison Association, the grand jury, had been protesting for more than a year, but their circumstantial reports had been studiously ignored by everyone in a position to take action.

Commissioner MacCormick's dramatic coup has had the effect of gaining for him, for the harder task ahead, the support of the decent public which is still the majority. For it is one thing to expose a festering sore and it is something else to cure it. The commissioner says that he is ready to believe that this was the worse prison in the world—and he is a man of experience. Perhaps by this time he suspects that it is probably the most difficult to administer. To make it even decent, to accomplish classification of the horde of short-time prisoners as a first step in control, to remove the curse of idleness from the prisoners, to replace discredited with honest and efficient personnel, to root out the whole rotten partnership between politician and criminal, to clean up the sordid mess and keep it clean, is a task to tax the hardiest spirit. And even that spirit will be defeated if it is not supported by alert and articulate public opinion.

Commissioner MacCormick has made a good start with the kind of bold gesture that New York understands. But the tough end of his job is still ahead.

Food, Drugs and Advertising

THE much-abused and misrepresented Tugwell bill to revise and extend federal control over food, drugs and cosmetics (see The Survey, January 1934, p. 16, Experts Also Spoke) has emerged from Senate committee somewhat combed and brushed but happily with most of its teeth intact. In its new guise it is S. 2000, and again it bears the name of its original proponent and courageous guardian, Senator Copeland of New York. The largest change is in provision for two presidentially-appointed committees, one on public health and one on foods, to advise the secretary of agriculture on proposed regulatory measures. The secretary initiates the measure, the appropriate committee drafts it, and after notice and public hearings, he then promulgates it if it has the approval of three of the committee of five. Consumers will regret the softening of the clause on establishment of official graded qualities of products, the point most bitterly fought by large advertisers who prefer to sell by trade names than by standards, and by publishers whose advertising income is extensive; they should resent and oppose the bill's section prohibiting the secretary of agriculture from giving publicity to actions pending under its provisions. All in all, however, the measure is still so much better than any present provision that it deserves unremitting support—and needs it to counteract the campaign of outspoken lies and all but blackmail still being waged by the less scrupulous interests. And let no one be misled by the red herring known as H.R. 6367, the so-called Black bill introduced in the House, which is even less effective than our present Food and Drugs Act, 1906 model.

Hard Times Medicine

AN old skeleton has rattled out of the closet garbed in the provisions of one of our new and enlightened experiments—the federal regulations governing medical relief of the unemployed. Federal funds are intended, understandably enough, to supplement existing community resources: they are not to be used for payment of hospital bills or clinic expenses, but only for care of the needy sick who cannot be handled by present instrumentalities. Doctors who long have worked without pay on clinic staffs see their professional brethren receiving fees for home or office care of just such people as they themselves are treating without recompense at the hospital. The result is the demand—only vocal in some places but actually effective in others—that the clinics be abolished so that all who care for the needy have a chance to get pay. The hospitals, already creaking under the load of hard times, obviously cannot now add to their budget salaries which were not given even in prosperity. The outsider might take the obnoxious position of "I told you so," pointing out that all along many of the socially-minded advocates of clinics have urged that physicians be adequately salaried for clinic work and clinic fees worked out to meet costs of caring for people who could pay in this way though they could not meet the usual charges of private physicians; and that efforts which embodied such principles, such as the Cornell Pay Clinic or

the Public Health Institute in Chicago, have been the butt of consistent attack by organized medical groups unwilling to consider any system other than private practice or charity. The more useful position is to consider for the future as well as the present the weaknesses and rents in the socio-medical fabric that have existed all along but now are torn wider open. The thorny problems arising daily in medical relief, including the efforts to aid needy physicians and nurses themselves, and in provision for employes' compensation of the millions of Uncle Sam's new charges in Civil Works should be the basis of coordinated thinking and planning that might prove a fertile seedbed for the kind of social action we needed before 1930 and will continue to need when depression has lifted.

Help for the Schools

URGED as a practical measure of defense for the public schools, the Joint Commission on the Emergency in Education of the National Education Association puts forward a six-point federal legislative program. It includes a $50 million appropriation for the balance of the current school year to keep "elementary and secondary schools open on as nearly normal a basis as possible"; a $100 million appropriation for this purpose for the 1934–5 fiscal year; release of local funds through federal refinancing or loans to school districts, cities or counties, resting on "the security of delinquent taxes, frozen assets in closed banks or other acceptable security"; 10 percent of new appropriations for public works allocated for buildings for schools and colleges; an appropriation of $30 million to afford scholarship aid for students who could not otherwise enter or continue in college. The program also provides that distribution of the aid-funds shall be by a board headed by the US commissioner of education, with a flat sum to all states, a supplementary sum "objectively determined but weighted to meet the needs of the poorer states," and a contingent fund reserved to meet "exceptional and unforeseen needs."

While pressing this far-sighted plan to bolster sagging schools, it is to be hoped that the commission will use its influence to bring about more efficient use of available local resources. The report of the Governor's Committee in New York is an example of how, by reviewing long-standing procedures, better value may in many instances be secured for the taxpayer's school dollar without "economies" that bear unjustly on teachers and children and hence on the community itself (see The Survey, January 1934, p. 18).

28 Lynchings in 1933

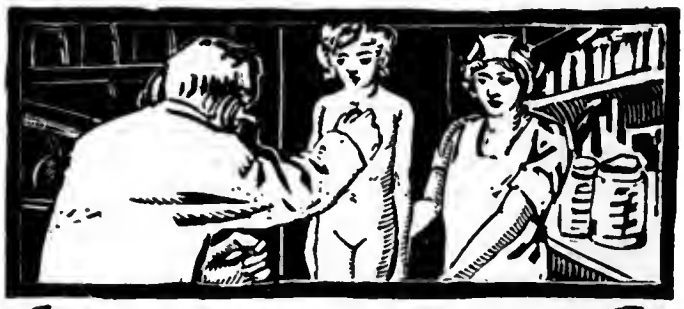
AS this issue goes to the printer, news of the first lynching of 1934—and the first lynching of a Negro in Kentucky since 1927—has just come as a living reminder of facts we would prefer to forget. Twenty-eight persons were hanged, burned, beaten to death, shot or strangled by American mobs in 1933, three times as many as in 1932. Half of them had been seized from the custody of officers of the law. The offenses of which they were accused included such trivial offenses as slapping a youth or stealing liquor as well as serious but untried charges; in three cases no offense at all was reported, according to the Department of Records and Research of Tuskegee Institute. In 37 other instances, involving 11 white men and 37 Negroes, officers of the law held back mobs bent on lynching, in many cases by the use of armed force. Details of the orgies that characterized the lynching "parties" defy print.

The large public opinion that long has abhorred lynching and boiled over in indignation at the stand taken last November by Governor Rolph of California in condoning the double killing in San José, will find a concrete plan for action in the bill recently introduced by Senators Costigan and Wagner. Under its terms, imprisonment for five years or a fine of $5000 or both might be imposed on any state officer who failed to exercise diligence to prevent lynching or to bring to trial persons involved in a lynching; for a state officer to countenance a lynching would be a federal crime punishable by imprisonment of from five years to life. A county in which a mob murder occurred or one in which a victim was seized for lynching in an adjacent county would be liable for a fine of $1000 to be recovered in a suit in the name of the United States for the benefit of the victim's dependents, if any, or otherwise for the use of the United States. Federal courts would have jurisdiction to try and punish when a state's legal instrumentalities gave evidence of their inability or unwillingness to enforce their own law. The proposed bill, in the opinion of its sponsors, does not deprive the states of their constitutional rights but provides for federal action when states cannot or will not uphold law.

Slum Clearance—for Whom?

THE first attempt to answer this question in the United States was recently made in New York City by the Fred L. Lavanburg Foundation and Hamilton House, which undertook through their director and headworker respectively a survey of the 383 families forced to vacate their homes to make way for Knickerbocker Village, a model development being built largely with federal funds by a private limited-dividend company. According to the survey this vast slum-clearance project will contribute nothing toward improving the living of the former tenants nor others in the same income group. While practically all these families expressed the desire to live in the new apartments, only three are planning to do so, although 88 percent are remaining in the immediate vicinity. Over two thirds of them have lived in this district more than fifteen years and one third over twenty-five years. The physical condition of the flats to which they have moved is slightly better than their former homes, though still deplorable. Old-law tenements continue to be the home of 83 percent of the group—tenements declared unfit for human habitation by the tenement-house commissioner thirty-odd years ago.

Although the authors of the report, Abraham Goldfeld and Lillian D. Robbins, include no conclusions in their published report (which may be obtained from the Fred L. Lavanburg Foundation, 132 Goerck Street, New York City) the discouraging deductions are obvious. Rents paid in the old and new quarters indicate that apartments in which the rooms rent at an average of $12.50 monthly (as in Knickerbocker Village) are too expensive for low-income groups. Unless slum areas are rebuilt with tenements to rent at much lower rates than the private limited-dividend companies are able to build or proper provision is made for them elsewhere, the displaced tenants will merely move from one set of sub-standard dwellings to others. The job is only half done when a slum is cleared and rebuilt.



HEALTH

Free-Wheeling Has a Limit

AS the statistics add up, it becomes clear that 1933 was either the healthiest or very nearly the healthiest year the United States ever has enjoyed in terms of mortality rates and control of preventable disease. Even so, the Statistical Bulletin of the Metropolitan Life Insurance Company points out, nearly a quarter million lives were sacrificed needlessly from such causes as diphtheria, tuberculosis, diseases of early infancy, complications of pregnancy and accidents. "Such deaths will be prevented during 1934 to the extent that the public health and safety programs of our country are enabled to carry on with sufficient funds and adequate personnel." Average per capita expenditures for public health are running at about 70 cents a year instead of the $1 of 1930 or the $2 standard set by the American Public Health Association. For 1934 the Bulletin urges a resolution to apply the knowledge we have by supporting adequately the health work of public and private agencies: "Let us not permit the health of our communities to be jeopardized through indifference or through too much optimism that somehow our current momentum will carry us along indefinitely. We must advance." As Dr. H. E. Kleinschmidt put it for the tuberculosis movement, we have been going on momentum as an automobile uses free-wheeling with a minimum of gas. But free-wheeling has limits and on an upgrade it doesn't work at all.

Social Hygiene's Anniversary

MARCH will mark the twentieth anniversary of the incorporation of the American Social Hygiene Association, finding the organization busier than ever with the continuing needs for its services and new problems—such as those raised by the possibilities of education through movies and radios or events like the Chicago Century of Progress Fair—demanded by changing times. Primary objectives for 1934 include provision of adequate professional health and medical services, including protection of the public from quacks; securing community environments favorable to family life and the safeguarding of children and adolescents from conditions leading to sex delinquency; promotion of public information on social hygiene; and establishment of correlated educational, religious and social instruction and training in family life for this generation and their posterity.

Pennsylvania's New Plan

FOR some years Pennsylvania has had a dual system of state mental clinics; one set operated by state hospitals in their own territories; the other, supplementing, provided by the State Bureau of Mental Health with a travelling staff. Clinics have varied greatly in their scope and the intervals at which they were held. A new program is to be put into effect gradually through the next year or two. Responsibility is to rest on the state hospitals, each to care for the clinic needs of its district. A staff from the State Bureau consisting of a psychiatrist, psychiatric social worker and psychologist will aid the hospital staffs in their clinic organization. Clinics are to be divided into two types, one for adults, including paroled patients, as at present; and one for children and their parents. The latter will serve for child guidance. Each hospital will provide such a clinic one or more days a week. The social worker and psychologist are to act as field workers and emphasis will be laid on cooperative work with social agencies in the community. Since child guidance is a special field, plans are being made to offer special training to hospital psychiatrists. Once the clinics are well established semiannual conferences of their staffs are to be held in Philadelphia and Pittsburgh.

Unemployed—and Unemployable?

IN the second year's work with unemployed women the psychiatric department of the Chicago Service Bureau for Women found relatively fewer who needed institutional care. The important psychiatric problem was whether or not a woman could hold a job if she got it, Dr. David B. Rotman reported to the Illinois Society for Mental Hygiene, which supervises the project. Fourteen percent were considered to have definite personality disorders which would make them unemployable at the present time. "That the same individuals with the same personality disorders could adjust themselves to work under more nearly optimum economic conditions was never challenged." Dr. Rotman adds that since jobs were not available there was no test as to how often the psychiatrist's judgment on unemployability was wrong. Younger women were referred to the bureau more often in the second year.

Showing Them

AT the request of the County Emergency Work Bureau, the Monroe County (N. Y.) Tuberculosis and Health Association put on a six months' health education in 1933 to protect the health of the county's children. The first step was the printing of a food book, showing how the weekly food allowance of $4.65 would be turned into a balanced diet for two adults and three children. Grocery-order lists and recipes were included and menu sheets were added bi-weekly to keep the book up to date. Books were distributed by investigators; the cost of 6000 complete copies was $438.50. Then followed forty-two sessions of cooking schools in twelve townships in schools, churches, town halls and

Print and Reprint

CENSUS OF PUBLIC HEALTH NURSES. *National Organization for Public Health Nursing, 450 Seventh Ave., New York City. Price 50 cents.*

COUNTRY-WIDE and state figures as of January 1931, including reports on Negro nurses and industrial nurses, with distribution by size of staff, type of agency and state and relation to population figures of the 1930 United States Census. Invaluable for reference.

HEALTH INSTRUCTION IN GRADES IX-XII, *by James F. Rogers. Office of Education Pamphlet No. 43. Price 5 cents of the Superintendent of Documents, Washington, D. C.*

IN the last four grades fewer courses in health instruction are given now than a half century ago. Yet, Dr. Rogers points out, "It is more important to prepare for life and living than for the mere making of a living." The struggle of hygiene for a place in highschool, outline of present courses and suggestions for further plans.

FOR GOOD HEALTH. Poster in color, *on request from the Welfare Division, Metropolitan Life Insurance Company, 1 Madison Ave., New York City.*

PICTURE and text showing essential foods to be allowed for a person each week.

WORKMEN'S COMPENSATION FOR SILICOSIS. *Report of the Committee on Pneumonoconioses of the American Public Health Association. Association of Casualty and Surety Executives, 1 Park Ave., New York City.*

LEGISLATIVE provisions and practice in this country and elsewhere with discussion and bibliography.

the like, with a total registered attendance of 2462, of whom 423 were clients of the Emergency Work Bureau. Transportation was provided by local chairmen, and in three towns an emergency nursery school was set up to care for small children while their mothers attended. Special emphasis was put on the value of codliver oil as a food and of whole wheat cereals. Next came making available to case supervisors and health officers diet sheets prepared for the City Department of Welfare to meet the special needs of expectant mothers, diabetic patients, and others requiring food of certain types, at a cost of $2 a week. In planning and carrying out one or another of the projects the demonstration drew in the aid of the University of Rochester, the Rochester Department of Public Welfare, the Monroe County Home Bureau, Girl Scouts, the Eastman Kodak Company, schools, health officers, grocers, American Red Cross, Parent-Teacher Associations, churches, clubs, and manufacturers of codliver oil and whole-wheat cereals whose products were recommended by the Department of Vital Economics of Strong Memorial Hospital.

New Orleans' Hospitals

HARD on the heels of an application to the PWA to rebuild the New Orleans Charity Hospital with the inclusion of some beds for paying patients, came the announcement that the five private nonprofit-making hospitals of the city had united to form a corporation to receive annual subscriptions of $9 a year from members of employed groups, in return for which the subscriber is entitled to a certain amount of hospital care at need. Subscribers must be members of a group of at least ten employes, but no restriction is made as to age. Hospital care under the arrangement does not include care of acute venereal disease, quarantinable diseases or mental disease. The plan follows principles endorsed by the American Hospital Association, used successfully in a number of cities, and tried in New Orleans in a small way by the Truro Infirmary during the past year. The aim is to bring payment of hospital care within reach of self-supporting families who now face no alternative to charity if serious or continued illness confronts them with large hospital bills. The hospitals anticipate the possibility of a small deficit on the arrangement, but feel that if that does exist, it will be less than the value of the charity service they now must give to people such as these in the event of need for prolonged hospital care. Proponents of the new plan hope that by the end of 1934 it will have 10,000 subscribers.

CREATION of a potato in which "inulin" replaces the starch harmful to diabetics has been announced as the result of joint efforts of professors at McGill University and MacDonald College, Canada.

IN conjunction with the State Department of Education, the Pennsylvania State Department of Health has worked out a new growth chart to supplant its past policy of rating a child as malnourished by his lack of pounds. The chart bases judgment of physical condition on a child's growth in relation to nationality, stature and type.

As a new attack on tuberculosis, the New York City Health Department has instituted at the Bellevue-Yorkville Health Center a chest X-ray diagnostic service for expectant mothers. The service is for patients referred by physicians and unable to afford the fee of a specialist. It was at this center that the Department established its first consultation chest service in 1929, now extended to other districts. The new service will be considered experimental until it has demonstrated its success or failure in discovering previously unknown cases of tuberculosis.

THE seriousness of tuberculosis among New Jersey's Negro population is shown in figures recently published by the New Jersey Tuberculosis League. For 1932 the white tuberculosis deathrate in the state declined to 50.5 from the previous year's figure of 56.1; among Negroes the tuberculosis deathrate rose from 233.7 to 256.1. Between 1900 and 1932 the white rate declined 53 percent; the Negro rate, 10.5 percent.

COLDS are no respecter of sex, according to a study by the United States Public Health Service of nearly 3000 members of families and 1800 college students, but in the matter of age they trouble least adults in their twenties and thirties. In the years under study cold-in-the-head flourished most vigorously in the autumn and influenza in the late winter and spring, with the open season for bronchitis and sore throat in between.

WHETHER 3000 calories and 37 grams of animal proteins or 3400 calories and 50 grams of animal proteins should be the standard of nutrition for an adult male is a matter of dispute between the British Ministry of Health and the British Medical Association. The Association, urging the higher standard, declares that that accepted officially does not maintain physical vigor for future work as well as mere subsistence during enforced unemployment.

THE Council of the New York Academy of Medicine has approved unanimously the report of a committee which had aroused criticism from some physicians and hospitals because it emphasized the responsibility of the medical profession for the majority of preventable maternal deaths (see The Survey, December 1933, p. 420, Mothers Who Died). A current bulletin of the Frontier Nursing Service in the Kentucky mountains points with justifiable pride to the record of its staff of nurse-midwives and physicians: among nearly 1800 women cared for in childbirth, usually in the most primitive surroundings, there has not been a single obstetrical death. Two women died from heart conditions, one eighteen days after delivery.

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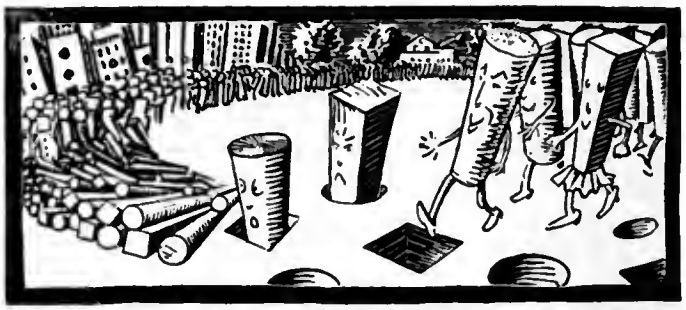


SOCIAL PRACTICE

Training Keeps Step

THE changing scene in institutional management is reflected in the general broadening from year to year of the program of the semi-annual Institute for Institution Management of the New York School of Social Work, now in session. In the seven years since the first session, then under the wing of the Children's Village, Dobbs Ferry, N. Y., it has constantly readjusted its program in line with changing needs and facilities, making freer use of the discussion method and of case problems. Just now proposals are being weighed for new procedures which might bring short special institutes for superintendents, cottage mothers, board members and so on, might carry short courses, under the auspices of the School, into communities outside of New York, and might develop means of training on the job. The School invites discussion of these possibilities.

The Institute draws most of its students from private institutions for dependent children with superintendents, their assistants, cottage mothers and group supervisors in the majority. More than half the students have had college or normal-school training. Although New York, Pennsylvania, New Jersey and Ohio have accounted for three fourths of the total registration, twenty-two other states have been represented.

Social Insurance in Summary

AN exhaustive analysis of the literature of social insurance has been undertaken as a major project by the Division of Research of the New York State Department of Social Welfare, Albany. This division, by the way, was recently elevated from its earlier status as a bureau to equal footing with other divisions, such as Child Welfare, Administration of Institutions, and State Aid, and its director, David M. Schneider, was made assistant commissioner.

The present study will, Mr. Schneider says, "abstract and summarize the most important sources of information on the various voluntary and compulsory insurance systems here and abroad and will present a new evaluation of the significant questions involved." The present status of social insurance in England, Germany and Soviet Russia will be examined and, finally, an analysis will be made of the development in this country from the early struggle for workmen's compensation to the present movement toward unemployment insurance and government control.

A recent publication of the same division, available without cost to institutions and agencies, is, Our Settlement Laws: their Origin and Lack of Uniformity and Proposed Measures for Reform, by Harry M. Hirsch.

Prison Progress

IN spite of the fact that the federal-prison population increased and that there was no lightening of the essential burden of maintaining and guarding prisoners, the Federal Bureau of Prisons, Sanford Bates, director, was able at the end of its last fiscal year to return to the United States Treasury out of its budgets unobligated balances of approximately one million dollars. This was due largely to the use of surplus property, to a closer scrutiny of costs and to generally improved and more economic administration. It did not, happily, involve any serious curtailment of the far-reaching program of reorganization and improvement of the system launched three years ago. The annual report of the bureau, Federal Offenders, 1931–32, just published, reviews the progress made in institutions and in the parole and probation systems and offers a mass of statistical data.

Less formal, but interesting in its implications, is the averaging of statistics of federal probation in 1933 given by Joel R. Moore, supervisor, in a news-letter to his staff. The average probation officer, he says, received 249 cases from court. Nine out of ten of them were men with an average age of thirty-four. One of every seven men and one of every six women was foreign-born; one of every fifteen men and one of every eleven women was illiterate. Four out of five of both sexes were prohibition-law violators. Only 2.2 percent of the men and 4.3 percent of the women were narcotic violators.

And while on this general subject—the third annual report of the New York State Parole Commission, executive director Frederick A. Moran, The Capitol, Albany, contains in addition to the usual comment and statistics, an appendix of more than local usefulness in which are detailed the procedures followed in making investigations and in supervising persons on parole.

St. Louis Examines Itself

"WHILE the primary purpose of the survey is educational it may lead to drastic changes in our whole social-welfare program," says Emil G. Steger of the St. Louis Community Council, announcing, in cooperation with United Relief, Inc., a three months' study of all public and private social-work activities in city and county with the object of discovering the relationship of the going program to the whole community need. The survey is sponsored by a Welfare Plan Committee, consisting of some fifty public officials and lay and professional leaders in social work. It is being organized and directed by Harry L. Lurie of the Bureau of Jewish Social Research, Rev. John C. O'Grady of the National Conference of Catholic Charities and Charles C. Stillman of Ohio

Reports of Research

THE COUNTY AS AN ADMINISTRATIVE UNIT FOR SOCIAL WORK, *by Mary Ruth Colby. US Children's Bureau Publication No. 224. Five cents from the Superintendent of Documents, Washington, D. C.*

THE record of recent experience and experiment, invaluable as a guide to counties developing a new program.

THE CHILD, THE FAMILY AND THE COURT, *by Bernard Flexner, Reuben Oppenheimer and Katherine Lenroot. US Children's Bureau Publication No. 193. Ten cents from the Superintendent of Documents, Washington, D. C.*

FINAL publication of a study, the findings of which were anticipated in 1929, of the administration of justice in the field of domestic relations.

THE UNTRIED PRISONER AND HIS DEFENSE, *by Leon Stern. Published as a supplement to The Prison Journal of the Pennsylvania Prison Society, 311 South Juniper Street, Philadelphia.*

A STUDY of 982 cases made for the Committee on Penal Affairs of the Pennsylvania Public Charities Association, with recommendations for the kind of service which might be supplied for defendents in criminal charges who are without funds.

WELFARE ADMINISTRATION IN NEW YORK STATE CITIES, *by Hugh R. Jackson. Publication No. 26 of the New York State Conference of Mayors and Other Municipal Officials, Bureau of Training and Research, Albany, N. Y. Price, $1.50.*

A STUDY under the auspices of the publishing body and the School of Citizenship and Public Affairs, Syracuse University, of twenty municipal welfare departments, not including New York City. Recommendations are in line with progressive practice.

State University, with a staff drawn from experts of national agencies.

Four general fields of activity will be studied:

Dependency, including the care of the aged, the unemployed, the mentally deficient, the transient and the Negro.

Community health, including public and private hospitals, clinics, nursing service, health education and medical social service.

Leisure-time activities as conducted by the city government, the board of education and by voluntary agencies.

Community organization for the financing and coordination of welfare activities.

Dance Marathoneers

TO most people of common intelligence the dance marathon is a manifestation of *dementia Americana* of no particular importance. But to social workers concerned with protective measures for young girls the spread and popularity of this extraordinary form of amusement is occasioning considerable anxiety. So much so indeed that the Girls' Protective Council chairman, Ruth Roberts Mix, 17 Lincoln Street, New Haven, Conn., is studying the development and collecting material on its social-hygiene aspects for possible discussion at the National Conference of Social Work in Kansas City.

There are more of these marathons than most people realize and the morbid interest they attract is growing rather than diminishing. Communities generally do not object to them, since they seem to bring a little money out of hiding. They run continuously anywhere from one to six months. The girl participants are not only recruited locally, but follow the marathons from place to place exposed to all sorts of physical and emotional excitement and demoralizing influences. Says Mrs. Mix, from her observations in New England:

> Couples who win favor are showered with money, called a "spray," often as much as $30 or $40 a night. Many girls receive gifts of clothing, jewelry and even money from marathon fans. The girls frankly say that the two partners take turns sleeping, literally carrying each other while continuing to shuffle along. When a girl becomes a favorite with an audience the management often arranges a solo act for her and her partner, crooning perhaps, or broadcasting her impressions of the marathon—with her feet moving all the time of course.

And as if the dancathon were not enough, the kissathon may be put on as a side attraction with couples competing against a record held by a Chicago couple who "kissed without a break" for six hours and thirty-seven minutes.

Mrs. Mix will be grateful for information concerning marathons, dance or kiss, facts about the girls who frequent them and especially of the results of efforts to license or supervise them.

INMATES of the U. S. Industrial Reformatory at Chillicothe, O., now have an advisory council of sixty-five members, one to every ten of the dormitory population, with an executive committee of fifteen, to bring matters of general welfare before the administrative officers. Early proposals concerned recreation facilities and suggested means for cutting down electric-light bills.

THE latest important step for the suppression of international traffic in women and children is the convention adopted by the Assembly of the League of Nations which prohibits carrying a woman or girl of full age (over 21) into another country for immoral purposes even with her own consent. Fourteen countries, among which the United States is not counted, have signed the convention. Time for consideration ends on April 1.

AFTER considerable experimenting, the New Jersey Department of Institutions and Agencies has established a system of uniform statistical reporting for state penal and correctional institutions which will, it is believed, accumulate data on which policies may be determined and future plans based. The data will also afford a measure of the effectiveness of institutional management and will yield light on individual and social causative factors in anti-social behavior.

INDUSTRY

The Code Makes a Difference

THAT NRA has definitely raised work standards of women in cotton mills is shown in a bulletin just issued by the Women's Bureau, U. S. Department of Labor (Work Conditions of Women in Cotton Mills. Superintendent of Documents, Washington). Actual conditions in mills both North and South in 1932 are compared with minimum code provisions. The 1932 study covered two thirds of the women cotton-mill workers in Maine, South Carolina and Texas. From actual payroll records, of one week's work, the Maine median was found to be $11.10, South Carolina, $7.70, Texas, $7.60. These figures are seen to be exceedingly low when it is remembered that half the women earned less than these amounts. For a full-time week, the figures were $13, $11.10 and $9.65. Weekly hours in Maine were 54, in the South, 55. No women were found on night shifts in Maine, but 11 percent of the women in South Carolina, 9 percent of those in Texas were working nights. An 11-hour shift, five nights a week was the schedule of nine tenths of the Texas night workers. Under the cotton-textile code, no full-time worker in the North can be paid less than $13 a week, and in the South, $12 a week. The excessively long hours have been reduced to a maximum of 40 a week. Night work for women is abolished.

EAC

TO acquaint Negro workers with NRA machinery and code provisions, and to provide an agency to receive and handle their complaints on code violations, another alphabetical agency, the EAC, appears on the scene.

This National Emergency Advisory Council for Negroes is headed by C. C. Spaulding of Durham, N. C., as chairman. T. Arnold Hill of the National Urban League, under which EAC is being organized, is national advisor. Jesse O. Thomas of Atlanta is southern organizer. The plan calls for councils in cities and states, with a national council composed of state chairmen and fifteen members-at-large. The handbook published for EAC by the League (1113 Broadway, New York; price, 10 cents) is a valuable reference pamphlet for all of us, for it includes clear, simple statements of the purpose and function of the nine major agencies set up by the emergency legislation.

Young Field Hands

STRETCHING the recovery program to include protection for child workers in fields as well as in factories, the secretary of labor has appointed a committee "to take immediate steps to formulate a plan for reorganization of labor policies and to present suggestions for improving labor conditions in the sugar-beet fields." Charles Wyzanski, Jr., solicitor of the Labor Department is chairman of the committee, the other six members of which are drawn from the Department of Agriculture and the AAA. The Children's Bureau is not represented, nor is the National Child Labor Committee. The only code in the sugar industry is the code for refineries, which does not cover production of the raw material. Senator Costigan of Colorado has suggested that

sugar beets be defined as "a basic commodity," permitting the levying of a processing tax, with contracts that include labor provisions.

There are no figures available as to the number of children employed in the beet fields, many of whom do heavy work for long hours and meager wages, and whose schooling is seriously interrupted by their toil. The number of migratory families in the beet fields has decreased in recent years, many of the workers having become year-round residents of the communities. A large percentage of these families, relief agencies report, are "on the rolls," since their wages are insufficient to tide them over the "off season."

Plan and Performance

THE joint legislative committee, directed last spring to investigate the wages and working conditions of children in Pennsylvania submitted its report some weeks ago, based on hearings in eight cities. The study covered the men's, women's and children's clothing industries, textiles, hosiery, candy, cigar and paper-box-making industries, the 5-and-10-cent stores, beauty parlors and restaurants. The report concluded that sweatshops "constitute a disease or cancer antagonistic to reputable and responsible industry, and require therefore remedial and preventive legislation to make the existence of such sweatshops or any future continuation of them or survival of them impossible." Supporting data, based on a full-time week in May, were secured by the State Labor Department from 111 plant payrolls. A minority report, submitted by four committee members, minimized the importance of the findings of the majority report, largely because so few complaints (288) were received. The American Child, publication of the National Child Labor Committee, comments:

> In view of the extensive payroll data compiled by the Labor Department, this seems to indicate intimidated workers afraid to risk their miserable jobs by protesting, rather than lack of grounds for complaint.

The majority report pointed to the need for state legislation to reinforce and perpetuate the improvements under the codes, including a minimum-wage law, shorter work day and work week for women and minors, regulation of home work, provision for registering industrial establishments and for collecting unpaid wages. Bills embodying most of this program were introduced in the special legislative session which has just adjourned, but, though ratification of the child-labor amendment was secured, most of the measures went down to defeat.

Where We Work

AS a prelude to consideration of "economic planning as a national policy" in this country, the University of Minnesota Employment Stabilization Research Institute reports a survey, which, under a forbidding title, defines some of the problems involved. The report, The Location of Manufactures in the United States, 1899–1929 (Volume II, No. 6, price, $1) summarizes a study which, among other things, sets out:

> To determine which industries are stable in location and which are shifting; to ascertain the individual industries contributing to the development or decline of geographical areas; to discover what external conditions determine location; to discover what internal characteristics accompany high or low concentration of industry.

The "manufacturing belt" was found to include the New England states, except Vermont, the Middle-Atlantic and East-Central States, and Delaware. Here were found 70 percent of the country's wage earners in 1929. It was found, however, that the states west of Pennsylvania had increased in employment density in the period studied, while the New England states have increased less rapidly or declined. A rough relationship between location of certain basic industries, and of fabricating industries dependent on them was found. Further, "There is a tendency for manufacturing employment in general to become distributed more nearly in accord with the distribution of population." Thus concentrated industries, such as clothing and textiles, have "moved westward in about the same degree as manufacturing in general."

The report not only offers a wealth of interesting and pertinent material, but indicates fields where more intensive research is required, notably, study of individual industries.

The Long Arm

PWA announces a drive on the "kick-back," the racket which compels workers on non-federal construction projects being built with PWA loans and grants, to return part of their pay to the employing contractor. Harold L. Ickes, public works' administrator, has set up machinery which, with cooperation from the workers, is believed adequate to afford them complete protection.

A contractor using the "kick-back" requires his workers to sign payrolls certifying that they received more money for the week's work than they found in their pay envelopes. Any who complain are informed that if they do not like the system they are free to quit and look for another job. Since the racket can continue only so long as there is no authority to whom the worker can appeal without fear of losing his job, the administrator has established such an authority. An inspector, employed and paid by the PWA is assigned to each non-federal project as soon as construction is ready to begin. Any workman who feels himself the victim of any form of extortion may appeal to the inspector. If the charge is sustained, the inspector will compel the contractor to make restitution. The inspector has authority to go into the contractor's time-books and other records. If any workman makes such a report to the inspector and is unable to obtain immediate satisfaction, he may write direct to the PWA in Washington. Secret-service operators will be put to work to discover whether there has been collusion between the inspector and contractors or local officials. The power behind the plan is the fact that the PWA holds the purse strings on every allotment until the work to be done under it is finished. PWA will refuse to grant funds under the allotment when the provisions for protection of workmen, contained in all bond-purchase contracts and grant agreements, are violated by contractors or local officials.

ESTIMATES of a minimum-decency wage for a single employed woman this winter, made by state officials, is reported by the Women's Bureau as ranging from $12.50 to $17.20 a week for differing localities.

A PAMPHLET summarizing the vigorous discussion of the labor provisions of the codes at the second annual meeting of the Labor Standards' Conference is offered by the National Consumers' League, 156 Fifth Avenue, New York, price 10 cents.

CONVENIENT for club leaders, debaters (affirmative), students and good citizens generally is the new handbook offered by the National Child Labor Committee, which, in small compass, discusses, The Child Labor Amendment: What it is, what it would do, who supports it; answers to objections (419 Fourth Avenue, New York. One copy free; quantity rates).

LABOR'S fight for representation on the National Bituminous Coal Industrial Board was won when President Roosevelt last month appointed to membership John L. Lewis, president of the United Mine Workers of America, the American Federation of Labor soft-coal union. The board, at this writing, is considering the menace to the coal-stabilization program of the coal code offered by the cut-throat price war raging in five states. F. E. Berquist, coal expert formerly in the Bureau of Mines, was also appointed to the board which, in addition to General Johnson and the two new members includes nine operators and the presidential members of the five divisional code authorities.

UNEMPLOYMENT AND COMMUNITY ACTION

JOANNA C. COLCORD

This department is an emergency information service to public officials and to members, executives and supervisors of citizens' committees. News of interesting developments will be gratefully received by the editors, Russell Sage Foundation, 130 East 22 Street, New York

RUSSELL H. KURTZ

Civil Works for the Professional

WHEN CWA and later CWS entered the relief picture, many state and local relief administrations with experience only in the more stereotyped forms of work relief and public works found themselves faced with the problem of setting up projects suitable for persons with education and training along special lines. Great ingenuity and flexibility was required, on the part of official bodies and unofficial professional organizations to get these undertakings started. In this department, in The Survey of January, reference was made to numerous projects in local history and the salvaging of public records and memorials; to this should be added a recent project in Alabama for marking historic spots of importance along the highways.

Communities are generally aware of the opportunity to organize projects for trained people in education and in nursing. Mention is made here of some of the more unusual projects.

LIBRARY PROJECTS: The library of the US Department of Agriculture will employ twelve skilled women to oil leather bindings, clean, catalogue and arrange books. Fifty-one workers, mostly men with training in journalism, are making an index for the Library of Congress of portraits that have appeared in illustrated books and periodicals. In *St. Louis, Mo.*, where fifty-five persons have been assigned to supplement the staff of the Public Library, four will be men capable of arranging a quantity of material in German. Women assigned to the *Evanston, Ill.*, Public Library will prepare files of its rare and expensive books.

RECREATIONAL PROJECTS: *Los Angeles* has employed more than fifteen hundred white-collar workers under the joint supervision of the County Department of Recreation Camps and Playgrounds and of the Probation Department of the Juvenile Court, to extend the use of playgrounds and keep recreation facilities open and available. A 13 percent reduction in juvenile-delinquency cases during the summer is ascribed chiefly to the efficiency with which this project was conducted.

PROJECTS IN THE ARTS: The Department of National Parks, Buildings and Reservations (Department of the Interior) is conducting in every state a survey of historical buildings which will give employment to architects and draftsmen. Others will be employed on the design and construction of subsistence homesteads, which has been made a federal CW project in *Indiana, Wisconsin* and *West Virginia*.

The federal employment of painters and sculptors to beautify public buildings is expected to employ twenty-five hundred artists, and has been fully described in the newspapers.

The Board of Education in *New York City*, in cooperation with the Actors' Equity Association, will employ 150 actors, to present free plays in schools, hospitals, recreation centers and museums.

Baltimore is using unemployed musicians to play for park dances. *Springfield, Mass.* and *Los Angeles, Cal.*, are two of many cities which are organizing a CW symphony orchestra, with time for practice and rehearsals included in the working-week of thirty hours.

There is even the record of one poet being employed on a CWS salary, and assigned to the Language Research Institute at *New York* University to prepare study material in simple verse for use in the evening-school classes for foreigners.

SCIENTIFIC PROJECTS: The services of persons trained in archeology are being utilized in the excavation and restoration of prehistoric Indian mounds and village sites in *California, Florida, Georgia, North Carolina* and *Tennessee* (federal project).

In *Evanston, Ill.*, a woman biologist has been assigned to laboratory work in connection with a study of amoebic dysentery.

ENGINEERING PROJECTS: *Illinois* will employ CW civil engineers, under the direction of the US Coast and Geodetic Survey, to establish two thousand bench-marks throughout the state, to serve as accurate reference points for future engineering surveys. Unemployed chemists and engineers will also be used to make a state-wide survey of water resources, with analysis of sources of water supply and of the mineral constituents of the water.

For the Illinois Geological Survey, the CWA is assigning sixty-six geologists, chemists, ceramists, physicists and engineers to assist in a study of the state's mineral resources, with special reference to new and improved uses.

CIVIC PROJECTS: *Chicago* is using a staff of CW mechanical engineers in a smoke-abatement project by inspection and educational methods.

Toledo is undertaking with CW employes inquiries into various phases of city and county government, including studies of tax delinquency and special assessments; analysis of municipal revenues other than through taxation; and is making a codification of city ordinances. This is part of a federal project to be conducted in various cities.

In *Missouri*, twenty women with legal training are engaged in codifying the state welfare laws under the supervision of a woman legal advisor to a social-welfare agency.

Chicago began on January 2 a survey of house occupancy and a census of population, drawing from the ranks of the unemployed twenty-five hundred enumerators, beside a staff of persons with experience in statistical method.

New York City is also taking an experimental unemployment census with sixty-four CWS employes, a project of the Department of Public Welfare under the technical direction of Ralph Hurlin of the Russell Sage Foundation. The "sampling method" developed in his department will be used (as described by Margaret Hogg in her book, The Incidence of Work Shortage.)

FERA Grants in 1933

GRANTS made by the FERA from May 23, 1933 through December 31, 1933 totalled as follows:

For general relief purposes:		
"Matching"	$199,808,344	
"Discretionary"	95,015,944	$294,824,288
Special grants:		
Transient relief		3,775,555
Self-help organization		273,344
Educational program		1,721,801
Commodities		23,833,500
Total		$324,428,488

New York, Pennsylvania, Illinois, Michigan and *Ohio* received the largest allocations, ranking in the order named. The combined grants to these five states accounted for 44 percent of the total.

California headed the list of both transient-relief and self-help

grants. *Ohio* received the largest allocation for educational purposes and *Pennsylvania* for commodity distribution.

Virginia received the lowest amount of federal aid in proportion to its population and *Florida* the highest. The difference between these two extremes was over 1200 percent.

Noteworthy contrasts were the low grants per capita of population to *North Carolina*, the high to *South Carolina;* low to *Wyoming*, high to *Montana;* low to *New Mexico*, high to *Arizona;* low to *Kentucky*, high to *West Virginia.* The grants to the eight largest states in the Union were in almost direct proportion to their population.

Unemployment Relief Census

IT will be recalled that the statistical division of the FERA took a census recently of all the families and non-family persons, except transients, who received relief during October. A preliminary report based upon this census is now available. Over 3 million relief "cases," involving nearly 12½ million persons were covered by the study. Some of the interesting findings were:

Children, the least equipped of all to battle against the rigors of the depression, constitute a surprisingly large proportion of the relief burden of the nation. Forty-two percent of all the persons receiving relief were children under sixteen years of age, more than one third of them being of pre-school age. In the 1930 Census of Population children under sixteen are shown to constitute only about 31 percent of the total population of the nation.

The hardships being endured by Negro families and the efforts that are being made to lighten their distress are clearly evident in the Relief Census figures. Negro families make up over 18 percent of the total number of families receiving relief, whereas the total number of Negro families in the United States comprises only 9.4 percent of all the families of the nation.

One of the surprising situations revealed is that non-family persons appear on relief in far greater numbers than can be accounted for by the 1930 Census of Population. They make up 13 percent of the total number of relief families, whereas for the country as a whole, they comprise only 8 percent of the population.

The largest number of persons receiving relief fall in families having four members.

The relief census does not bring out prominently the hardships that have been endured by older people, but this is no doubt due to the fact that many dependent aged persons are cared for from other than unemployment relief funds. The Relief Census showed that men and women past fifty-four years of age comprised approximately 9 percent of the persons in the relief families, whereas the 1930 Census reported that persons of these ages made up about 12 percent of the population of the country.

Chicago

THE past few months have been full of headaches for the social-work and relief fraternity of *Chicago.* And this time the trouble has been not financial but organizational.

Under the protecting wing of the Illinois Emergency Relief Commission, the unemployment-relief job in Chicago and Cook County had been handled by the County Bureau of Public Welfare since early in 1932. The emergency relief function was lodged in an Unemployment Relief Service, distinct from the permanent family-service division of the Bureau, but under the general supervision of the director of that well-established agency. Funds for relief and for operation were coming almost entirely from state and federal sources, however, a fact which had heretofore caused the State Commission to take control of policy though not of actual administration.

This set-up was overthrown in the late fall months by the assumption on the part of the State Commission of direct administrative control of the county URS. The latter is now operated as a state relief agency superimposed upon the community and having no official roots in it. The executive secretary of the State Commission is giving part time to the direction of the URS.

Behind this overturn of what social workers had come to look upon as a model public-relief organization lies an unpleasant story of changed attitudes within the Commission, resulting from a shift in membership which brought about a new balance of power within that organization. The governor named as chairman a man with no previous experience with social or relief work, whose official actions would indicate that he cherished decided suspicions that the job was being inefficiently and wastefully done. Under his leadership the commission issued a series of orders which the social-work group considered inept if not destructive in their effects. The result was the kindling of bitter antagonisms which burned fiercely for a number of weeks. It was during this period that this URS was taken over by the commission.

Among the actions which alienated the social-work group was an order to prosecute vigorously all who might be considered guilty of obtaining relief under false pretenses, even though the amount involved might be minor and the guilt more technical than real. This ran counter to an effort which the relief organization had been making for a number of weeks to sort out such cases for a variety of action ranging from simple restitution to punitive prosecution (see The Survey December 1933, page 423). The social workers prevailed upon the Bar Association to name a committee to defend these cases, with the final result that a return to more moderate measures has been achieved.

Another "overt act" was an order emanating from the Commission to the URS to discharge a group of workers suspected of too liberal economic affiliations. This was resisted at first but eventually was complied with in the case of five persons, three of whom contested the issue and were later reinstated.

The bitterness engendered by these and similar conflicts between the Commission and the social workers has abated somewhat in recent weeks due to the efforts of a number of people, particularly the Commission's executive secretary, to restore harmony. It is a pleasure to report that relief standards, so far as the clients were concerned, were not affected by the disputes over administrative procedure.

Cash Relief Urged

ERIC J. BIDDLE, director of the State Emergency Relief Board of *Pennsylvania*, has transmitted to the governor a report covering the period from September 1932 to October 1933 inclusive. This report in addition to a comprehensive history of relief in the state prior to and after the establishment of the Board, with text of laws, bibliography and full statistical appendices, contains a chapter on Appraisal of the Program and Recommendations for the Future which is of the utmost interest.

Mr. Biddle urges: (1) that the state government begin now to plan "a long-time relief program which will bring back the local community as a more active participant in the federal-state-local partnership"; (2) that "there be vested in the State Relief Administration a full measure of responsibility and the necessary power to insure maintenance of standards of local relief administrations. Full power to coordinate local, state and federal relief expenditures should also be vested in the State Administration;" (3) that state and local unpaid Citizens' Boards be retained as the head of local administrative units; (4) that personnel engaged in the relief program be brought under civil service to minimize political interference; (5) that work relief be abolished, since its place has been taken by real work at real wages under the CWA; (6) that rents should be included in the family budget and paid out of relief funds as necessary; and finally, (7) that "any long-time relief program that may be developed in the state should beyond question provide for relief in cash, and cash only. It is further recommended that such a system be adopted not later than the regular session of the legislature in 1935."

Appended to the main report is a report by Roger F. Evans (who directed the work-relief program in Philadelphia under the Lloyd Committee,) upon the place of work in an unemployment-relief program. After study of the present system, Mr. Evans concludes that "under present Pennsylvania conditions any conditional mixing of work and public relief is both socially and economically unsound."

Relief is as necessary as work is desirable, but conditioning one on the other leads only into a deepening morass and defeats our purpose by complicating, enlarging and perpetuating the very relief problem that we have every need to simplify and reduce.

In brief, we know that work relief is no real substitute for employment. In our honest moments, we have admitted that it was only an attempt to make relief more value-creating. But now we find that it only increases our problem so that our wiser course is frankly to acknowledge it and set out to reduce it.

Unequivocal abandonment of any attempt to make work a *quid pro quo* for the granting of public relief or need the main qualification for public employment, while encouraging as an entirely separate matter, the development wherever genuine leadership exists of self-generating and self-rewarding voluntary programs to make communities better places to live in.

Space will not permit the steps through which Mr. Evans arrives at this point; but his report should be carefully read by all in charge of work relief, civil works and civil-works service.

FERA and CWA—General

BEFORE Civil Works came a cropper in the latter part of January (see page 35 of this issue), there were a number of important developments in both the CWA and FERA programs. At this date (January 29) we are too close to the events of the readjustment going on at Washington to venture an opinion as to permanence of these developments. Many of them may be cancelled by the apparent necessity for retrenchment.

In another paragraph in this department appears a list of a number of highly interesting special work projects devised for professional and skilled workers. In addition to these ingenious local projects there were a wide variety of other non-construction enterprises launched all over the country. The educational work-relief program is a case in point.

Workers' Education. One of the later areas of the adult education field to be entered by the CWS was that of workers' education. On January 16 an order went out to all state relief administrations authorizing them to appoint full-time state directors to sponsor and administer workers' educational activities within their jurisdictions. Hilda Smith was named FERA Specialist in Workers' Education.

Miss Smith had already been in touch with the members of the Affiliated Schools for Workers, the YWCA's and International Institutes, and similar groups, and had prepared a "memorandum of policies to guide the organization and instruction of workers' education classes." This manual has gone out to all state administrations. Whether classes will actually be formed, now that the financial situation has become pressing, remains to be seen.

CWA Safety Campaign. As reported previously, this got under way in December through the appointment of a national director of safety and corps of state and local directors and safety inspectors. By the middle of January it had developed to a high degree of efficiency and had built up a personnel of over six hundred inspectors engaged in the prevention of accidents to the 4 million employed on CWA projects.

Commodity Distribution. The Federal Surplus Relief Corporation has continued to cooperate with the AAA in taking commodity surpluses off the market, distributing them to its relief clients and to hospitals and welfare institutions. Among its larger purchases during the past month were 3½ million pounds of cheese, 6 million pounds of butter and a million cotton blankets.

Women's Work. On January 19 it was reported that 202,938 women were employed on CWA and CWS projects throughout the country on a wide range of jobs. "Artisan and artist, clerk and consultant, stenographer and statistician, seamstress, nurse, lawyer, dietitian, landscape architect, canning-helpers, mattress-makers, in fact all up and down the list of vocations and professions, women are finding places for useful employment and are grateful to again be independent and self-supporting."

Transient Control. At a conference with railroad officials and police on January 4, an agreement was reached wherein the latter will tighten up on their efforts to prevent trespassing and vagrancy, in view of the progress that has been made in setting up transient bureaus and shelters in all of the states.

The railway police will handle these transients or illegal train riders the same as in the past; that is, such persons will be taken into custody and arraigned before the proper authority. The director of transient activities will arrange to contact the local justices before whom these transients will be arraigned, and arrange to suspend sentence and parole in the custody of the FERA representatives the transients brought into court, who are apparently deserving of consideration and assistance. . . . It is not intended that trespassers on railway property are to be sentenced to serve commitments to jails, but rather that they are to be released to FERA representatives for care.

Subsistence Gardens

IN a recent bulletin, the *Illinois* Emergency Relief Commission outlines its subsistence-garden policy for the coming season. After experimenting last year with backyard gardens and mass-production gardens, the Commission has decided not to include them in its program for 1934. Emphasis will be placed on the use of the individual plot in a large community area, but individual vacant lots adjacent to towns and cities may be used, if necessary. A serious attempt is to be made to provide families with a worthwhile contribution to their own support. It is held that no garden should produce less than $40 worth of food and that as high as $125 worth is easily attainable under favorable conditions.

The necessity for qualified supervision of gardens became so apparent in 1933 that this year the Commission will not distribute seed to any county until a director of gardens is appointed. For this position the county garden committee nominates two or more qualified candidates, but the final appointment rests with the state director of subsistence gardens. The amount the Commission contributes towards the salary of each director varies according to the number of families in the county participating in the program.

The Gardens Committee of the *Cleveland* Employment Commission has just issued its annual report which describes its 1933 garden project for nearly eight thousand families. Three thousand of these families had home gardens while seventeen large field gardens with a total area of four hundred acres provided individual plots for the other five thousand. Reports are available only for the latter group. These show that in spite of one of the driest seasons on record, the gardens were very successful and the value of the food produced, estimated at wholesale prices, reached the sizable figure of $156,857.

In a supplement to its report, the Committee has brought together much valuable information concerning the detailed procedure of administration and management of its project and has included samples of the forms which were used.

CWA Flood Relief

THE CWA in the State of *Washington* is throwing its facilities, as an emergency measure, into the rehabilitation of counties devastated by the recent floods. Local CWA's have been granted additional quotas for this purpose, and are instructed to allocate workers to emergency flood relief; and also to projects made necessary because of the flood, but which, in addition to restoring the original service, really constitute an improvement over the previous condition. For projects in the latter class, they are allowed considerable latitude to suspend other CWA projects and turn men from their regular quota into the new projects.

Public works in this program are under the direction of local political subdivisions, or of the State Highway Department, materials being supplied from CWA funds up to 20 percent of the cost of the project. Men may also be allocated to chapters of the Red Cross for rehabilitation of damage to private property; but in this case CWA pays the wage-bill only, while cost of material is advanced by the Red Cross, to be later refunded from a special state fund for the purpose.

Jottings

ALL American traditions were broken when the town of Cheviot, O., refused a PWA grant of $3000 saying that it preferred to pay for its own sewer.

CIVIL WORKS has entailed for Uncle Sam's bookkeepers the handling of some 50 million checks over and above the 31 million annual average to which it is geared.

A REWARD of $1000 is offered by the American Civil Liberties Union, 100 Fifth Avenue, New York, for information leading to the arrest and final conviction of any member of the San Jose lynch mob.

THE proposed code of the circus industry prohibits the employment, as common labor, of anyone under eighteen, thereby putting a crimp in the small boy's ambition to get a job watering the elephants.

FOLLOWING his nose to the source of an unmistakable odor the principal keeper of a New York county penitentiary found five gallons of brew busily fermenting in a large fire extinguisher in the main cell-block.

THE speech of President Roosevelt is an example of the best "American English" spoken in this country, according to the eighteenth annual convention of the National Association of Teachers of Speech.

A COMMITTEE of Indian experts and business men has been appointed by Secretary of the Interior Harold L. Ickes, to devise means for the revival of Indian arts and crafts, including training, production and marketing.

PENNSYLVANIA is the latest state to join the roll of twenty-seven now providing some form of old-age assistance, twelve of them having been added in 1933. In twenty-one states assistance is mandatory on the counties.

AN Adult Education Center, a forum rather than a school, with no tuition, entrance requirements or credits, has been opened in San Francisco under the direction of Alexander Meiklejohn, formerly of the University of Wisconsin.

LAWYERS' guilds, similar to medical clinics, were proposed at the meeting of the Association of American Law Schools by Professor Karl Llewellyn of Columbia. The guilds would have power to fix fees and assign lawyers to cases.

FOR twenty girls barred from college by hard times, Mt. Holyoke is offering a year's work at the YWCA, Hartford, Conn. In all but geography the girls are Mt. Holyoke freshmen. Their credits will also be accepted by other colleges.

OF $513 million collected by states from gasoline taxes in 1932 only $19 million, or less than 4 percent, was returned to municipalities, despite the fact that about half the mileage travelled by motor vehicles in the United States is on city streets.

ALL establishments engaged in retailing, wholesaling, service, amusements and hotels will be included in the business census being taken by 16,000 white-collar unemployed between January 1 and February 15, under the direction of the Bureau of the Census.

A COMMISSION of educators and penologists has been appointed by Governor Lehman of New York to examine and evaluate educational programs in penal institutions and to incorporate tested methods into the curricula of various institutions, especially those for young offenders.

IN SPITE of 1933 being what it was economically three new Jewish Center buildings were completed and dedicated, one in San Francisco, one in Detroit and one, this a commodious new wing, in Brooklyn. All three provide modern facilities for social, cultural and recreational activities.

THE gloom of a New York winter was appreciably lightened for those who read the Secretary of State's annual list of defunct corporations finding therein such imagination ticklers as Garden of Eve, Inc., Half a Widow, Inc., Lady Screams, Inc., and Home of Marcos Coll's Poem of Peace, Inc.

AT a cost of three and a half million of PWA funds the CWA is making a series of real property inventories in a hundred cities which will, while providing white-collar jobs, afford a guide for the immediate future of construction and a general picture of the social aspects of housing.

DURING its past fiscal year the Library of Congress acquired new books requiring 2.9 miles of shelf room. The Library now includes more than seven and a half million numbers and is growing at the rate of about a million volumes every six years. An annex costing $6,500,000 is under construction.

THE Jewish Conciliation Court of America handled more cases during 1933 than in any of its ten previous years. To economic conditions it attributes its conclusion that "disputes between husband and wife and between children and parents are occurring with greater frequency than ever before."

EXPENDITURES for education in American cities of all types were reduced last year on an average of 22 percent, says Commissioner of Education George F. Zook. On the child entering school in the fall of 1932 the community spent during the year, $113. The child entering last fall will have $90 spent on him.

CWA, finding jobs for unemployed artists, was informed by Detroit school authorities that gnomes, pixies, Mother Goose and Alice in Wonderland characters as schoolroom decorations "may have an unfortunate effect on the juvenile imaginations." Panels depicting the origins of musical instruments were finally held safe.

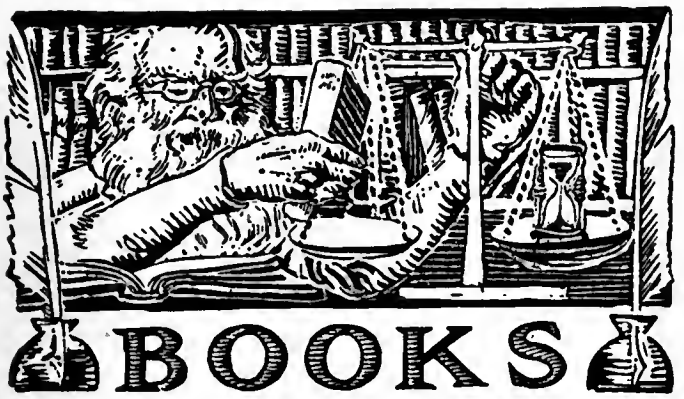
ANOTHER new agency has been added to those private agencies concerned with governmental problems housed together at 850 East 58 street, Chicago. It is the National Association of Housing Officials which purposes to formulate standards of housing management and to act as a clearing house for information and personnel. Charles S. Ascher is the director.

THE kind of adult education that a good many people are talking about is being practiced in Wisconsin through discussion forums organized by vocational schools in various cities with a leader, Prof. H. R. Doering, supplied by the extension division of the State University. Topics for the six meetings of a course bear on the factors involved in the national recovery program.

THE problem of government personnel, federal, state and local, affecting directly two and a half million government employes, and indirectly every taxpayer, is being studied by the Commission of Inquiry on Public Service Personnel appointed for that purpose by the Social Science Research Council. A report is promised by the end of the year. Luther Gulick, 250 Park Avenue, New York, is director.

THE twelfth annual study of municipal taxation in 310 American and 18 Canadian cities, made by C. E. Rightor of the Detroit Bureau of Municipal Research shows that of cities of 50,000 and over Chicago had in 1933 the highest tax-rate—$73.50 per thousand, and Lancaster, Pa., the lowest, $14.50. Of the thirteen cities of half a million or more Chicago still held its lead with New York scoring lowest with a rate of $24.30.

THE School of Land Economics, conducted by the Institute for Land Research, is offering in its second semester, now beginning, six courses pertinent to the present housing situation. They are: General Land Economics, Problems in Land Use and Planning, Real Property Law, Real Estate Appraisals, Assessments and Taxation and Current Housing Problems, this last a seminar. For details address John E. Burton, 551 Fifth Avenue, New York.



A Feminist Physician Speaks

MODERN WOMAN AND SEX, *by Rachelle S. Yarros, M.D. Vanguard Press. 218 pp. Price $2 postpaid of The Survey.*

IN her approach to this vexed subject Dr. Yarros is entirely modern in that she treats the problems involved at first hand and with an open mind. She is thoroughly conversant with the current theories as well as the older creeds and traditional social codes, and she discusses them freely, but she comes to grips with the subject through her own experience as a physician and publicist. Her experience has been long and varied and has brought her into confidential relations with thousands of patients. As professor of obstetrics and lecturer on sex hygiene in the medical college of the University of Illinois, as the executive officer of the Illinois Society for Birth Control, and as secretary of the Illinois Social Hygiene League with the Social Hygiene Center and also director of its Educational Department and of the Pre-Marital, Marital and Parental Consultation Service which was established in connection with the League and has been widely used, Dr. Yarros is equipped as few people are to discuss the modern woman and sex.

For many years Dr. Yarros and her husband Victor Yarros were residents of Hull-House, and during this time Dr. Yarros gave clinical instruction to numbers of medical students in the homes of the women in the districts surrounding the Settlement. I recall one morning when she came in to breakfast and announced that the three-thousandth child had been safely delivered. I once heard an urchin who was passing Hull-House say to the pal at his side, "Here is where the lady lives who borned me."

Dr. Yarros is as modern as the most recent novelist when she deals with the sex relation; but she insists it can never be properly shared by both partners until the old morbid attitudes are brought to an end through the spread of healthy and sound ideas. She advocates sane sex education for all; birth control where it is medically or socially indicated; easy divorce as a far better path than trial marriage for dealing with the difficulties which Judge Lindsay hoped to meet by the latter method. Prostitution she relates to the general economic situation with its insecurity, and insists that it can be properly treated only in connection with other social reforms.

The discussion of abortion is one of the most arresting parts of the book, and Dr. Yarros, comparing our position with that of Russia, concludes: "I am certain that we must change our laws and allow physicians to induce abortions not only on imperative grounds of danger to life, but also on other grounds, under proper safeguards."

The fact that Dr. Yarros is so fearless in her conclusions on such points gives the more weight to her rejection of loose, fleeting and experimental sex relations. She declares that "promiscuity is not a system, but the negation of a system" and "if monogamy were unnatural it would long since have been superseded." "Happiness without . . . self-discipline and sublimation of passions and appetites is impossible to an evolved human being." She concludes: "I can honestly say that I have seen no happiness resulting from illicit relations." "Thus is a plumb-line radical turned by the logic of fact into a half-apologetic pragmatist."

When the so-called radical dares to adopt a conservative position, he pleases neither the radicals nor the conservatives; but the majority of us who, after all, walk the middle way, are singularly reassured by him. Something of this comforting reassurance in regard to the modern woman and sex is brought home to us by Dr. Yarros's brilliant book.

JANE ADDAMS
Hull-House, Chicago

Adult Education for Life

ADULT EDUCATION AND THE SOCIAL SCENE, *by Ruth Kotinsky. Foreword by W. H. Kilpatrick. Appleton-Century. 208 pages. Price $2 postpaid of The Survey.*

MISS KOTINSKY believes that adult education, as practiced in America up to now, has failed to accomplish as much as might have been possible, largely because of fragmentary programs and superficial theory. She believes that it may be—must be—made an instrument whereby mature men and women can not only understand their own lives but find effective ways of bettering them. "Adults have the opportunity to build the world that they want through the control of their adult experience. Their education must somehow help them to determine what is good, and how to take hold to attain the next level."

No one could quarrel with her ideal, so incisively expressed, although in agreeing with her program of radical reform he might substitute (on advice from Patrick Geddes) "may" for nearly every one of her "musts." She is deeply set in the current fashion of thinking that life's difficulties come from quarrels about ways of achieving a common purpose, instead of from conflicting purposes. But in spite of her impatience with what has been done and is now in the doing, her book has in it a good deal of irreverent wisdom and the basic idea that life itself may be made educative, which she vigorously supports, might well be made the starting point for future thinking on the subject.

LYMAN BRYSON
Independent School District, Des Moines

A Check-up on Birth Control

BIRTH CONTROL IN PRACTICE: Analysis of Ten Thousand Case Histories of the Birth Control Clinical Research Bureau. *Text and Tables by Marie E. Kopp. Prepared under the supervision of a Scientific Advisory Committee, with a foreword by Adolf Meyer, M.D. McBride. 290 pp. Price $3.75 postpaid of The Survey.*

THE lack of scientifically established fact in the field of this study and the distinguished sponsorship and care of the study itself make it doubly welcome. The Birth Control Clinical Research Bureau was started in January 1923 as an independent venture by Margaret Sanger under the laws of New York State, where a physician is permitted to give contraceptive advice for the prevention or cure of disease. This study covers 10,000 consecutive cases admitted from January 1925 to July 1929, giving the social, economic and physical history of the women who sought advice, the methods prescribed by the attending physicians and data on their efficacy as shown by later check-up. The "average" patient who sought the Bureau was a little more than thirty years old, had been married for eight and one-half years and had had four pregnancies. One pregnancy in five had ended in intentional abortion. Two thirds of the women were members of families with incomes of less than $40 a week; families as a whole averaged 4.5 members, with the larger families in the lower-income group. More than 90 percent of the women who came to the Bureau had used contraceptive methods previously; three fifths reported success, the remainder failure with one or more of the measures they had tried. Check-up on experience after recommendations of the Bureau's physicians indicated that if advice was followed regularly, 93.3 percent were successfully protected. A further uncontrovertible value of the birth-control clinic, as shown by this study, was its service in early detection of disease, both constitutional and local, among the women who sought care.

"Primarily granted as a means of relief in the struggle for health, birth control and voluntary parenthood is plainly and naturally a necessary step from surrender to mere chance and casualness to the use of sense and foresight," Dr. Adolf Meyer declares in his foreword to the book. He adds, referring to the study, "Item after item shows that in the future supervised birth-

control work may have far more therapeutic and health-bringing and health-preserving results than the merely negative aspects of prevention of unwanted pregnancies and that it may also present advances in cultural directions. To bring sex-life in its positive and not only its dismal aspects into contact with safe and sane and intelligent medical experience will be a tremendous forward step beyond the haphazard and often tragic conditions of the present day." As Dr. Meyer points out elsewhere, the work in birth control has been unlike many other forward movements in that it has subjected itself in a most praiseworthy manner to thorough review and detailed statistical study. That study, here detailed fully, "presents most important material and justifies the humane endeavor represented by the movement."

MARY ROSS

Off Again, On Again

WOMEN AND REPEAL, *by Grace C. Root. Harper's. 217 pp. Price $1.50 postpaid of The Survey.*

THIS heavily documented glorification of the Women's Organization for National Prohibition Reform might have been written a decade ago on the Women's Christian Temperance Union. There's no doubt that women are competent campaigners for the things they believe in. The women of the WCTU, seeing the havoc of drink, took advantage of the war sentiment and secured the enactment of the Eighteenth Amendment. The women of the WONPR, seeing their young of both sexes taking to strong drink, took advantage of the trend of the times and rang in the Repeal Amendment. The wry part of it is that both dramatized themselves as working for temperance. Each, convinced of the moral worth of her cause, called in the services of skilled propagandists and together they produced first a flip from wet to dry, then a flop from dry to wet. Following the first we had bootlegging, crime, debauchery of public officials. The second, in its brief weeks, has shown us the bootlegger entrenched by old state dry laws in something like half of the area of the United States including the national capital, poor liquor at profiteering prices, bribery, a monopoly of American whiskey in the hands of trusts. Such violent reversing of legal gears reminds one of the excellent machinery by which motor-cars can run either forward or backward by the revolutions of the same engine. One is tempted to propose a toast to Mrs. Sabin and Mrs. Boole, whose portraits are printed side by side: "To the Ladies: May they learn how to taper off a law."

A. K.

Medicine-Men in New Clothes

BEHIND THE DOOR, *by Logan Clendenning. Knopf. 458 pp. Price $3.75 postpaid of The Survey.*

FRONTIERS OF MEDICINE, *by Morris Fishbein. Century. 207 pp. Price $1 postpaid of The Survey.*

MYSTERY, MAGIC AND MEDICINE, *by Howard W. Haggard. Doubleday Doran. 192 pp. Price $1 postpaid of The Survey.*

THREE Wise Men have gone to the same original sources and have told the history of medicine from the really interesting days when tomtoms drove away spirits to the modern days when tomtoms (plus saxophones) are supposed to raise spirits (or something or other). Fishbein uses the historical material somewhat briefly as a basis for his information on the modern medicine. Clendenning is obviously interested in the old-timers and tells some grand stories, thereby showing that he is as good as DeKruif on the dramatic and leading us to wonder why he wasted his time previously in adolescent wisecracking. Haggard might be said to provide a sort of annotated historical time table through the medical ages which we may use to identify high spots as we click over the rails of the centuries at about the speed of the Twentieth Century Limited arriving half an hour late at Albany and making the Grand Central on the dot.

The Three Wise Men all appear in new rôles. Clendenning's happiest and best one has just been stated. Haggard, hitherto appearing in adipose tomes, produces a volume as thin as the latest edition of Paul Whiteman and making this reviewer, at any rate, present his unsatisfied porridge-bowl and ask for more. This reviewer has always held Haggard's books in high regard. It is no joy, therefore, to state, that, while this is his best-written book, it is his least attractive one, the author having attempted the impossible. One turns to the Clendenning book to expand what Haggard is trying to tell. Fishbein is not himself either. He is too much of a good boy, all dressed up, when he is really at his best out swatting the naughty boys who mulct the public by more or less ingenious methods of healing. His Fads and Quackery in Healing is the real Fishbein. His present book is good but it is too obviously written to fit an editor's pattern for a series (Century of Progress Series) to give the brilliant Chicagoan real opportunity for his swordlike pen.

While Clendenning's book slows down terrifically as it approaches modern days, the earlier medicine has never been presented so well. It is precisely what this reviewer has long wished to see. The book is much better than any of Clendenning's previous efforts in every way. It is the outstanding presentation of medical history. And will be so appreciated by those to whom medical history is of sincere interest. As for the public, many will buy it for the material on obstetrics (a subject always of great lay curiosity) and for a few other touches of a Rabelaisian nature, doubtless put there to corral the suckers. But even such persons will not read the book without becoming fascinated. For here is a real book that ought to be a best seller or even an Anthony Adverse.

HUGH GRANT ROWELL, M.D.
Teachers College, Columbia University

Born So or Made So?

HEREDITY AND ENVIRONMENT. Studies in the Genesis of Psychological Characteristics, *by Gladys C. Schwesinger. Macmillon. 472 pp. Price $4 postpaid of The Survey.*

THE primary purpose of this thorough and comprehensive volume is to serve as a handbook of information for the professional psychologist. It surveys the endless studies in the busy field of intelligence-testing and personality measurement. Its slant is toward appraisal by these techniques of the relative, joint and interacting influences of heredity and environment: which means what an individual John (or Jane) Doe is to begin with, and what the impact of the massive social implementation can make of him. John Doe's psyche, relic of his one-time soul, is subjected to a rigorous inquisitorial examination, from which he may emerge with a sympathy for the guinea-pig.

Two thirds and more of the five hundred crowded pages are occupied with the results of measurements. Every phase of intelligence-testing and every contribution of consequence is noted, and its nugget of conclusion skillfully extracted. For the student who must know his data, this handbook is of immense service; without it, he would be swamped in an unmanageable mass of details. Dr. Schwesinger and her editorial sponsor, Frederick Osborn, have done their work critically.

The general reader, in pragmatic temper, will ask how it comes out. There is no uncertainty as regard to the major entries on the balance-sheet. For the critical determinations, the guiding-lines of development and achievement, John Doe is born so; what he can or is likely to make of himself, is to a significant extent written in his genes. A particularly convincing evidence is that arising from twins reared in like and unlike environments, and the complementary data of unlike children reared in the communities of institutions, or again in the comparison of foster children with natural children. The criterion is similarity of traits as measured by correlation. The resulting graphs speak eloquently.

What fruit the seed will bear depends upon advantage and stimulation. The analysis and judgment of personality confirms it; but this is far more difficult than the analysis of intelligence. John Doe's IQ is more accessible than his temperament and character. The volume serves equally as a compendium on approaches to personality. A comprehensive query asks how far we can go on the basis of this formidable armentarium of inquiry, and how far it is rightly oriented toward the understanding of our individual nature. There is room for grave doubt along with generous approval. The glorification of measurement may become the error

that makes truth stand so straight that it bends backward. To appraise the significant is more revealing than to plot minutely the secondary or irrelevant. The lack of a coordinating evolutionary concept is conspicuous. Nature's perspective is apt to be lost in the too absorbing pursuit of what the psychologist can reduce to a test situation. It leads to so circular a conclusion as that intelligence is the capacity to pass intelligence tests. The more important stage of interpretation is still to come. There is no substitute for the tests of the actual experiences and situations of real life.

JOSEPH JASTROW

New York City

Childbirth and Folklore

THE STORY OF CHILDBIRTH. *Dr. Palmer Findley. Doubleday, Doran. 361 pp. Price $3 postpaid of The Survey.*

DR. Findley has written a book which just falls short of the promise of its title. There is a considerable amount of scientific data, much of which relates to facts well within the scope of the gynecologist. These portions of the book dealing with maternal infections, maternal mortality rates, and birth control, are especially valuable. Likewise useful are the answers to simple questions relating to physiological facts relating to pregnancy and parturition. A large amount of helpful information is tangled up with much that is culturally and interestingly gathered from the folklore of many lands. One has to wade through so much concerning taboos, ancient and modern, that some readers may find difficulty in grasping why their own pet ideas are erroneous. Individuals thus minded, however, probably would not read the book as it calls for intelligence, discernment and broad interests. Unfortunately much of the anthropological material lacks documentation, just as many of the splendid and interesting illustrations are not referred to in the text. The description and discussion of the modern maternity hospital seems unnecessarily padded by pictures whose significance is rather negative in the present day.

The maximum enjoyment will accrue to those sympathetic with what man has believed and the reasons for it. The story of childbirth merits the telling despite the defects in narration.

New York City IRA S. WILE, M.D.

What Is Social Education?

SOCIAL EDUCATION: An Interpretation of the Principles and Methods Developed by The Inquiry during the years 1923–1933, *by Eduard C. Lindeman. New Republic. 233 pp. Price $1 postpaid of The Survey.*

THE two titles taken together tell perhaps sufficiently well the purport of the book. The reviewer is tempted to dwell reminiscently upon Dr. Lindeman's story of The Inquiry, but it seems better to devote the allotted space to his treatment of social education.

Everyone knows how hard it is to secure a genuine solution to an economic dispute or indeed to any social difficulty which involves opposed personal interests. The worker in this field of social problems will envy the apparent ease with which the natural scientist can delimit his problem, find an "objectively" verifiable solution, and secure the application in practice of his solution. The student of social affairs may thus envy the natural scientist, but he cannot borrow his techniques. The social scene demands its own variety of attack upon its own difficult situation. It is such facts as these which set the problem for our author.

The answer which Dr. Lindeman returns to his problem runs, in brief, somewhat as follows: The method of dealing with a social difficulty is that of social education. But this education is not one which precedes the attack upon the difficulty. Rather is it an education which inheres in a fruitful grappling with the difficulty. Such an education is, paradoxically, at once accompaniment, cause, and result of the fruitful grappling.

Four keywords, are used by Dr. Lindeman to suggest the character of this educative grappling: control, flexibility, relations, and participation. It is *control* we seek, control over the complex mechanisms of our technologic society. Failure here constitutes the social difficulties we face. No adequate ethical control (i. e., from within rather than from without) is possible

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except as the personalities and institutions involved in any dispute become more *flexible*, more plastic to new and wider considerations. This needed flexibility can come only in seeing and accepting new and more adequate *relations* which connect the significant aspects of this present difficulty with other pertinent and wider considerations. The method of effecting this necessary relating is, and must be, shared responsible *participation* in facing the difficulty.

That this process involves education of a most important kind hardly calls for elaboration. To see and accept for action, as a result of shared responsible search, a program of conduct which does in fact take the best attainable account of the varied (originally opposed) interests, this means the development of new insights, new attitudes, and new purposes such as together constitute highly significant education. In the degree that such can be got, individual personal integration on a new high level is effected which means a new and more adequate social orientation. Than this, education can show no more significant or essential definition.

It is to the lasting credit of The Inquiry that it was able through the efforts of Dr. Lindeman and others to develop from a lesser beginning the wholesome socially educative outlook, here so well described. No one will read this little book adequately without feeling indebted to Dr. Lindeman for the new spirit and technique of effectual inquiry therein set forth.

Teachers College, Columbia University WILLIAM H. KILPATRICK

COMMUNICATIONS

What to Read on Cooperation

TO THE EDITOR: I write for some help. I cannot afford to buy any considerable number of books on cooperative associations, but we have one growing up and it should be put into more formal shape, get the principles involved understood and accepted by those in the movement, all without making the mistakes, due to inexperience, which I assume others have made. So the one or two books best suited for our purpose are what we should like to have.

That you may understand the situation, some years ago the Episcopal Church undertook to serve the scattered people in small hamlets, mines and isolated ranches in a territory comprising some five thousand square miles. There was not a church building, not even a hall for any sort of gathering in the entire area. We had hardly gotten started when the government threw open to homestead two great valleys, the Harqua Hala, comprising almost 300,000 acres, and the Renegras, almost as large. Ex-soldiers, who had been patched up out here in veterans' hospitals but had to continue to live here, were given the preference and they with their small children and wives have come out in considerable numbers.

Seeing their poverty-stricken lives, we have established halls for worship and recreation, dancing and other amusements, in each settlement. The wife of our missionary, notwithstanding that she was along in years, a grandmother in fact who might have felt that she had "done her bit" in church work, went to the University of California and put herself to school to learn weaving. She is talented and resourceful. Women all over the Episcopal Church send her their old silk stockings and she is teaching the women all how to weave perfectly beautiful stuff. The men have gone into wood work and we have some beautiful native woods, wonderfully adapted to that work. Still another infant industry is the pressing of wild flowers which we shall frame, or put in trays, sections of floor-lamp shades, and the like. We are incorporating the Harqua Hala Industries and two young clergymen have been added to this field. We hope to be able to find some one who would give us $500 if possible as a revolving fund out of which work could be finished and shipped on consignment to church fairs and the like. Until we get established, it cannot be expected that these fairs and bazars would buy the stuff outright but they would gladly take it on consignment if we had a fund with which to handle it.

We must now put the work into more formal and business-like shape, hence the request for the names and publishers of the best book or two on such cooperative efforts elsewhere, preferably in this country but not necessarily so—we want the best plan irrespective of its origin.

Bishop of Arizona, Phoenix WALTER MITCHELL

TO THE EDITOR: I am looking for light on the consumers' cooperative movement in this country, with a view to starting something now, and would greatly appreciate it if you would give me references which would help me understand why the movement has not had greater growth with us, and whether there are obstacles in our conditions not present in England and western Europe. My work is with self-help groups of unemployed, and some of them are now wanting to establish cooperatives after the Rochdale Plan. If it proves to be practicable, I would like to encourage them. Beyond that, it seems to me to offer great possibilities for the solution of our economic problems, so that I expect my interest in the movement will extend beyond the present emergency.

IRVING M. CLARK

Emergency Relief Administration, Bellevue, Wash.

TO THE EDITOR: Many people just now are looking for light on service for the consumer and are turning to the consumers' cooperative movement. There is a voluminous literature on this subject. In this literature is found presented the history of cooperation, its status, philosophy, methods, and aims. This system of supplying the consumer is based on the democratic principle of one vote for each member and a return to the consumers, in proportion to their patronage, of the surplus savings or difference between the net cost price and the distributing price. The cooperative movement has continued steadily to expand for some eighty years until now the International Cooperative Alliance is composed of 230,000 societies with 70 million members, in forty-two countries with nationally organized movements. These societies supply their members with about every useful commodity and service from food, clothing and housing to banking, insurance and electric power.

Cooperative progress has been slow in this country. The lack of racial homogeneity, the individualistic chance-taking spirit, the exaltation of the profit motive in business, and the efficiency of business carried on for profit have all hindered the progress of cooperation. Still there is in the United States a substantial cooperative movement, which at present numbers some 2000 cooperative banks, 1500 petroleum-products distributing societies, 1000 agricultural supply societies, 500 societies with retail stores, and about 200 miscellaneous organizations conducting bakeries, restaurants, apartment houses, milk and coal distribution, medical care, life and fire insurance, education and other services.

The following books published in this country describe this movement:

Cooperative Democracy (2nd edition 1927). By J. P. Warbasse. $1.50.

Consumers' Cooperative Societies (1922). By Charles Gide. $1.50.

The Consumers' Cooperative Movement (1921). By B. & S. Webb. $5.

The following pamphlets are useful for brief reading and for practical instruction:

Consumers' Cooperation in the United States, 1930. 10 cents.

How to Start and Run a Rochdale Cooperative Society. 25 cents.

Model By-Laws for a Rochdale Society. 5 cents.

The monthly paper Cooperation. $1 a year.

Also books and pamphlets on special aspects of cooperation.

These may be ordered at the above prices from The Survey or from The Cooperative League, 167 West 12 Street, New York City.

The Cooperative League of the USA LESLIE E. WOODCOCK

GOSSIP: of People and Things

Monument to a Board Member

THE late George F. Canfield was for thirty-four years associated with the New York State Charities Aid Association, for twenty-two years its president. During those thirty-four years there were 176 meetings of the board of managers, of which Mr. Canfield attended 172. Twice he was in Europe, once in court and once ill.

CIVIL service worked like a charm when the New York State Board of Social Welfare came to appoint a new assistant commissioner, for at the top of the eligible list stood the name of Rose K. McHugh, tried and true social worker of broad administrative experience, and incidentally a Ph.D. of the University of Chicago. Miss McHugh will direct the Division of State Institutions of the Department of Social Welfare.

DR. DONALD GREGG is the new president of the Massachusetts Mental Hygiene Society, succeeding Herbert C. Parsons. Dr. Walter F. Dearborn of the Psycho-Educational Clinic of Harvard is vice-chairman. Newcomer to the staff, as educational secretary, is Bernice M. Henderson, lately an instructor at Teachers College, New York.

KANSAS CITY being where it is and the centers of Jewish social work being where they are, the National Conference of Jewish Social Service has decided not to tie its annual meeting this year into that of the National Conference of Social Work. It will therefore meet in Atlantic City, May 26–30, together with the National Association of Jewish Center Executives, and the National Council on Jewish Education. Three presidential addresses will feature the opening session.

P. J. MCMILLIN has resigned as superintendent of the Cleveland City Hospital to accept a similar post in the Baltimore Municipal Hospital.

FERN LOWRY has left the New York COS to join the faculty of the New York School of Social Work where she will be chiefly engaged in developing a training program for public-welfare agencies.

A POSSIBLE record in administrative promptitude goes to Dr. Shirley W. Wynne, New York City's retiring health commissioner, who released on *December 30* his annual report covering a glowing record of 1933 and earlier years of his official activities. Dr. Wynne has been elected president of the Greater New York-New Jersey Milk Institute, an organization of milk dealers in the metropolitan area, which he will represent in hearings of the State Milk Control Board and "largely educational" activities among producers, dealers and consumers.

HAVING enjoyed a Boston début, following successes in London and Canada, Damaged Lives, the new social-hygiene film sponsored by the American Social Hygiene Association and the Canadian Social Hygiene Council, has run on the rocks in New York State, whose board of censors has ordered it withdrawn and dubbed it "in theme and portrayal indecent, immoral and tending to corrupt morals." The ASHA is appealing the decision with the backing of health, welfare and education authorities. Social workers wishing to join the protest are cordially urged to write the general director, Dr. William F. Snow, 450 Seventh Avenue, New York.

THE American Red Cross has recently added to its executive staff in Washington two old-timers in Red Cross war service, Bruce D. Smith of New York as special assistant to the chairman, and Richard F. Allen, also of New York, as manager of the eastern area.

THIS is to be "Social Work Year" for the Women's City Club of New York which believes that now is "the strategic time to help social workers get their professional standards fused into the city's whole social-welfare program." The club has a new committee on social-work planning and standards with Jane M. Hoey as chairman to advise it on action to "back up social workers' efforts toward needed changes," and has extended, until May 1, the privileges of membership to members of the New York Chapter of the AASW, and as a further gesture of friendship gave a dinner in honor of William Hodson, new commissioner of public welfare.

More Morons

FOR ten years a group of Rochester's men executives in social work, calling themselves The Morons have met at luncheon every other week, and even through the depression have continued to solve readily the problems not only of local social work but of the universe. The only constitution or bylaw is the rule that calls for a unanimous showing of thumbs-up if a new member is to be added. Although no set program is permitted, this moronic fellowship has developed a common meeting-ground for representatives of family and children's agencies, the police department, city library, YMCA and JYMA, Council of Social Agencies, Civic Committee on Unemployment, Board of Education, Boy Scouts, Public Health Association, Provident Loan and Legal Aid Society. John Sanderson, who rallied the Morons for their first meeting, has been made chairman for the coming year. At the last meeting David C. Adie, state commissioner of social welfare, was elected the first non-resident member. Now comes word that Utica has discovered morons in its midst and has formed a Beta chapter.

BEARDSLEY RUML, since 1931 dean of the Division of the Social Sciences at the University of Chicago, but whom most New Yorkers know best for his ten-year association with the big foundations,—the Carnegie, the Laura Spelman Rockefeller Memorial and the Spelman Fund,—has accepted appointment as treasurer and member of the executive committee of R. H. Macy and Company, New York's great department store. Mr. Ruml is resigning from the University of Chicago but is continuing as a member of the Problems and Policy Committee of the Social Science Research Council and as a trustee and member of the executive committee of the Spelman Fund. At Macy's he succeeds Oswald W. Knauth who went there in 1922 from the post of secretary of the National Bureau for Economic Research of which he is now president. Mr. Knauth remains on the board of directors and executive committee of Macy's.

EDUARD C. LINDEMAN of the New York School of Social Work, whom New Jersey claims as a resident and New York as a commuter, is the new president of the New Jersey Conference of Social Work.

THE third lecture series of the League for Industrial Democracy is now in full tilt with the corps of nine speakers swinging around a circle of forty-eight cities as far south as Louisiana and as far west as Kansas. The LID supplies with each season ticket a discussion outline based on the six topics which comprise the course. For detailed information address Mary W. Hillyer, LID, 112 East 19 Street, New York.

Employment Blues

LINES indited by a relief worker all hot and bothered from keeping up with the daily job, transferring clients from work-relief to CWA, distributing salt-pork, eggs, dried apples, blankets and what not and doing anything else that Harry Hopkins & Co. think of.

Pity, my friend, the poor employed
Who, though by early hours annoyed,
Still must rise daily with the lark
To give the unemployed their pork.

Replete with beans and lollypopkins
From dear old Santa Harry Hopkins,
The unemployed may lie at ease
While those with jobs go out and freeze.

At midnight when they're snug in bed,
The poor employed creeps home half dead
And on a couch her corpse is flung,
Unwashed, unpowdered and unstrung.

C. C. DARBY, executive of the Children's Home Society of Ohio, who has been part-timing on the field staff of the State Relief Commission, has resigned to become executive secretary of the Ohio Child Welfare Committee of the American Legion.

THE American Public Health Association will hold its sixty-third annual meeting in Pasadena, Cal., September 3–6. Dr. J. D. Dunshee, health officer of Pasadena, is chairman of local arrangements.

SOCIAL-WORK executives in St. Louis took it on the chin when Edna Warren of the St. Louis Globe-Democrat told them to their faces that in the estimation of newspaper editors they rated next to zero as a news' source, with doctors rated as the lowest form of news-source life.

To those who knew the quick smile and vigorous presence of Dr. Linsly R. Williams, it still is hard to realize his death on January 8 after a long and distressing illness. At first a private practitioner and a teacher in medicine, Dr. Williams' work since 1914 had been, except for the War years, chiefly concerned with public health. From 1914 till 1917 he was deputy health commissioner of New York State; at the conclusion of the War, he took charge of the

Rockefeller Foundation's work against tuberculosis in France, returning in 1922 as managing director of our National Tuberculosis Association. Since 1924 he has been director of the New York Academy of Medicine. Not only his fellow-physicians, but the host of Dr. Williams' friends and co-workers in public health and social work have lost a valued and broad-minded leader.

ELEANOR NEUSTAEDTER, lately director of psychiatric social service at Cornell Clinic is back at her old desk as district secretary with the New York COS.

BROOKLYN has awarded its annual gold medal for distinguished service to Frederic D. Pratt, citing as one of his achievements the promotion of the Brooklyn Social Planning Committee to adjust social resources to social needs.

THE International Congress for the Blind, scheduled to meet in Amsterdam in September of this year, has been postponed until 1935. Meantime the various commissions developing the program will continue their discussions.

THE New York State Department of Health has called from Minnesota James E. Perkins, M.D., Dr. P.H., as epidemiologist on the staff of the division of communicable diseases.

Presenting Betty Mack

NEWCOMER to The Survey staff is Betty Mack, who has joined up for field work. A daughter of Oberlin College, a registered nurse out of Fairview Park Hospital, Cleveland, with much experience in public health and social work, she calls Chicago home and will make that city her headquarters while convincing the Middle-west that the only way to keep mentally afloat in a mad world is to subscribe to The Survey. She comes to us from the staff of J. B. Lippincott Company. For her The Survey bespeaks from its friends the generous cordiality and all around goodwill that has never yet failed any of its representatives.

P.S. You'll like her, too, in her own right.

No one who sees Jane Chandler, assistant to Howard R. Knight, in action at the National Conference of Social Work, would believe that she would ever have room in her life for an additional job. Just the same she has hopefully taken on the duties of secretary of the Ohio Welfare Conference, succeeding Perry P. Denune of Ohio State University.

SOLOMON LOWENSTEIN of the New York Jewish Federation has been appointed to the State Temporary Emergency Relief Administration to the place left vacant by William Hodson when he resigned to become commissioner of public welfare in New York City.

R. L. DICKINSON, who succeeded Stockton Raymond as secretary of the Community Fund of Columbus, O., has resigned to become regional executive of the YMCA. Charles A. Jones, recently a federal bank receiver, has been named secretary of the Fund.

To effect coordination between the division of employment of the New York State Labor Department and the National Reemployment Service and as a step toward the eventual absorption of the latter service by the former, William H. Lange, director of the NRS in New York, has been made director also of the state service. Fritz Kaufmann, who has held the post, becomes liaison officer for the enlarged service.

CONTINUING until the end of February is the course of lectures, Trends in Social Work, under the auspices of the Women's Division of the New York Jewish Federation, Mrs. Sidney C. Borg chairman. The series has such stars as Antoinette Cannon, Rev. Thomas L. Brennock, Mary K. Simkhovitch, Solomon Lowenstein and E. C. Lindeman.

THE many people hither and thither who know them both will be interested to hear of the recent marriage of Robert S. Wilson, author of Community Planning for Men and Boys, published in 1931 by the Family Welfare Association of America, and Nannie E. Deihl, general secretary of the Family Welfare Association of Madison, Wis.

"Killed in Action"

TRAVIS H. WHITNEY, civil works' administrator of New York City, crumpled at his desk. While the ambulance waited he gave directions that the work of the office might not lag. Two days later he died. When Mr. Whitney accepted the assignment to put 200,000 men and women to work "at once" his doctors warned him. "I think I'll last," he said. In the consuming passion he put into the task was, says Heywood Broun in the New York World Telegram, the moral equivalent of war. "He worked all day and he worked all night. The people around could see him grow dead grey in the late hours. But all he said was, 'We must hurry.' He felt not only the pangs of his own physical torture but the bite of the wind upon the bodies of men who walked the street without shelter. I don't know what the economic philosophy of Travis Whitney may have been. He didn't have time to talk about it. His thought was of 200,000 jobs that must be made and handed out without delay. 'Right away' rang in his ears like a trumpet-call. Maybe somebody came and said to him, 'But don't you realize that you're not solving anything? This is just a temporary expedient. When the revolution comes . . .' And I imagine Travis Whitney said, 'Two hundred thousand jobs and this has got to be now.' He couldn't make the life force last till he had surged across the line. They put him on his shield and carried him away and I hope that on his tomb will be written, 'Killed in Action.'"

RICHARD M. NEUSTADT, former director of the Pennsylvania State Employment Commission, has resigned as executive secretary of the Regional Labor Board to accept appointment as director of the National Retail Code Authority. Major Stanley W. Root, counsel for labor organizations, succeeds him with the board.

DR. EDWARD L. THORNDIKE, psychologist and educator of Teachers College, New York, is the new president of the American Association for the Advancement of Science.

THE new city administration in New York took Justine Wise Tulin out of the State Labor Department, where for four years she has been referee in the Workmen's Compensation Bureau, and made her assistant corporation counsel in charge of the division of workmen's compensation where the city is both employer and ensurer. She is succeeded in the state office by Ruth A. Yerion, Brooklyn attorney and authority on the administration of compensation laws in highly industrialized states. An interesting newcomer in the state department is Paul Sifton, newspaper man and playwright, who comes on as publications' editor. With his wife, Claire Sifton, he wrote the play, 1931, a bitter and poignant comment on the passing scene, a little too strong for Broadway to swallow though the production drew much favorable comment from critics.

THE National Municipal League, 309 East 34 street, New York, is offering a municipal consultant service, directed by Prof. Thomas H. Reed, to help local governments finds ways and means to untangle their financial affairs.

THE oldest YWCA in Chicago, Central Residence, has a new director, Cecilia Jeffrey, lately general secretary at Evansville, Ind.

THE library of the late Forrest Bailey of the American Civil Liberties Union, has been presented by Adelaide Schulkind and Margaret Bailey to Dana College, Newark, N. J., where, with later additions, it will be known as the Forrest Bailey Collection. The collection is not limited to any one field—any books which would have interested Mr. Bailey will be welcome to it. "It would be particularly appropriate," says the committee in charge, "if Mr. Bailey's friends would contribute books which they themselves have written or edited with a fitting inscription on the flyleaf." Books should be addressed to the Forrest Bailey Collection, Newark, N. J., with the name of the sender indicated.

GUIDANCE for Leisure is the timely title of a course of lectures just getting under way under the auspices of the Committee on Vocational Education and Guidance of New York City. The lectures, on successive Tuesday afternoons, are by fifteen outstanding authorities in education, industrial management, recreation, city planning and so on. For information address the chairman, J. Edward Mayman, 43 Oak Street, New York.

Excusit, Says Miss Bailey

WHEN in the course of making a point the author of Miss Bailey's being took a newspaper dispatch for gospel—and she should have known better—and made that excellent lady regret that, "Kansas only last month ruled that no one who drives a car or goes to the movies is eligible for relief" (see What? Clients with Bank Accounts! by GS, The Survey, October 1933, p. 347), she cast an unwarranted reflection on what happens to be her native state. Because, and to New Yorkers this is *news*, The New York Times was wrong. Writes F. H. Marvin, superintendent of relief of the Kansas Emergency Relief Committee: "Kansas has at no time made any such ruling. We have been very careful to avoid blanket rules from the state office, preferring that county administrators should work out their own plans. . . . In most cases we have persuaded them to treat the question of cars and movies on an individual basis."

Miss Bailey, interviewed by GS, says that she is delighted that it isn't so, and that she never really believed it of Kansas anyway.

THE SURVEY

Vol. LXX. No. 3 MONTHLY March 1934

CONTENTS

THE PRESIDENT'S NEW RELIEF POLICY..... 67
FOR WELFARE AND SECURITY.....*Gertrude Springer* 68
ENTER THE LABOR DEPARTMENTS.....*Paul U. Kellogg* 71
WOMEN WITHOUT WORK.....*Earl G. Harrison* 73
SINGLE BLESSEDNESS.....*Wayne McMillen* 74
TOWARD RESILIENT FAITH.....*Eduard C. Lindeman* 76
THE CHALLENGE OF RED MEDICINE *Frankwood E. Williams, M.D.* 78
WHAT ABOUT MOTHERS' PENSIONS NOW?...*Grace Abbott* 80
PUBLICITY, SWEET AND SOUR.....*Gertrude Springer* 82
COMMON WELFARE..... 84
SOCIAL PRACTICE..... 87
HEALTH..... 88
UNEMPLOYMENT AND COMMUNITY ACTION..... 90
BOOKS..... 92
COMMUNICATIONS..... 94
GOSSIP..... 95

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SO THEY SAY

We don't give our criminals much punishment but we sure give 'em plenty of publicity.—*Will Rogers.*

I am still an anarchist. I am the same. The world has changed—that's why I hav'n't had to.—*Emma Goldman.*

What happens to children will be the test of our recovery program.—*Grace Abbott, chief, U. S. Children's Bureau.*

Now just look at the world! How can the life hereafter hold any terrors!—*Porter R. Lee, New York School of Social Work.*

Divorce [in Ohio] is a reward only for the pure and the grudging.—*Leon C. Marshall and Geoffrey May in The Divorce Court.*

The chief ignorance in America is the ignorance of one region of another.—*Prof. Howard W. Odum, University of North Carolina.*

We have in the world two kinds of facts—the kind you can change and the kind you can't.—*David Cushman Coyle, New York.*

Perhaps it will be comforting to remember that we are purchasing a recovery now instead of paying for a depression.—*San Diego Union.*

In all these years of muddle we have been guilty of no waste like the waste of youth.—*Helen Cody Baker, Chicago Council of Social Agencies.*

My theory is that if you take the profit out of liquor and out of war you will have peace on earth.—*Representative Tom D. McKeown, Oklahoma.*

Unemployment, starvation, social disintegration are not problems of concern to labor alone.—*Sidney Hillman, president, Amalgamated Clothing Workers.*

After all it is impertinent on the part of any individual to criticize how another keeps in touch with God.—*Sir Wilfred Grenfell in Forty Years for Labrador.*

We are paying a terrible price in human values for the stupidity that dictated that the unemployed could not be trusted with cash relief.—*Homer Folks, New York.*

Without bulls there are no fairs, no fiestas, nor does commerce multiply its sales. I have great faith in the bulls to bring prosperity.—*Eduardo Pages, Spanish bull-fight promoter.*

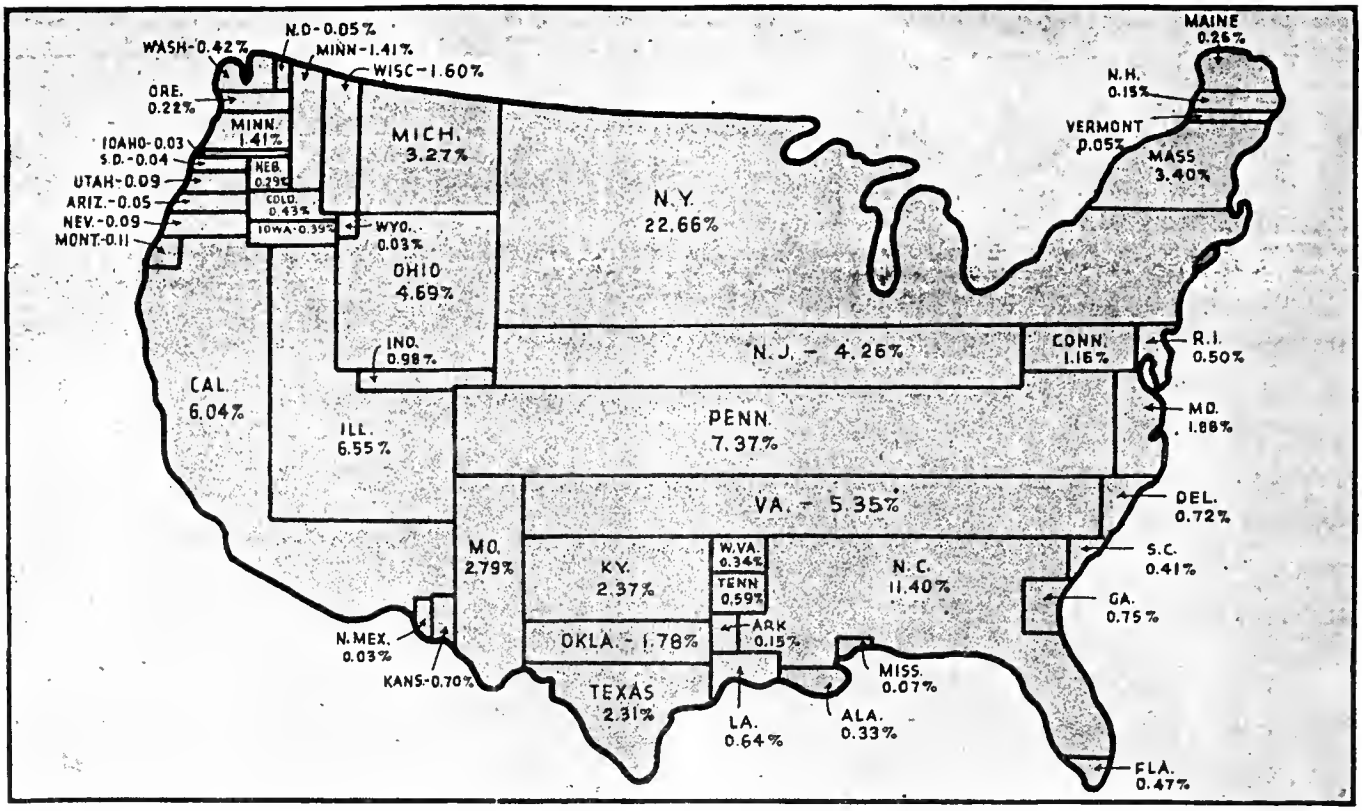
If tolerance is tolerant of intolerance it fears being destroyed by intolerance. If it is intolerant of intolerance then it destroys itself.—*Prof. Arthur Morgan, chairman, TVA.*

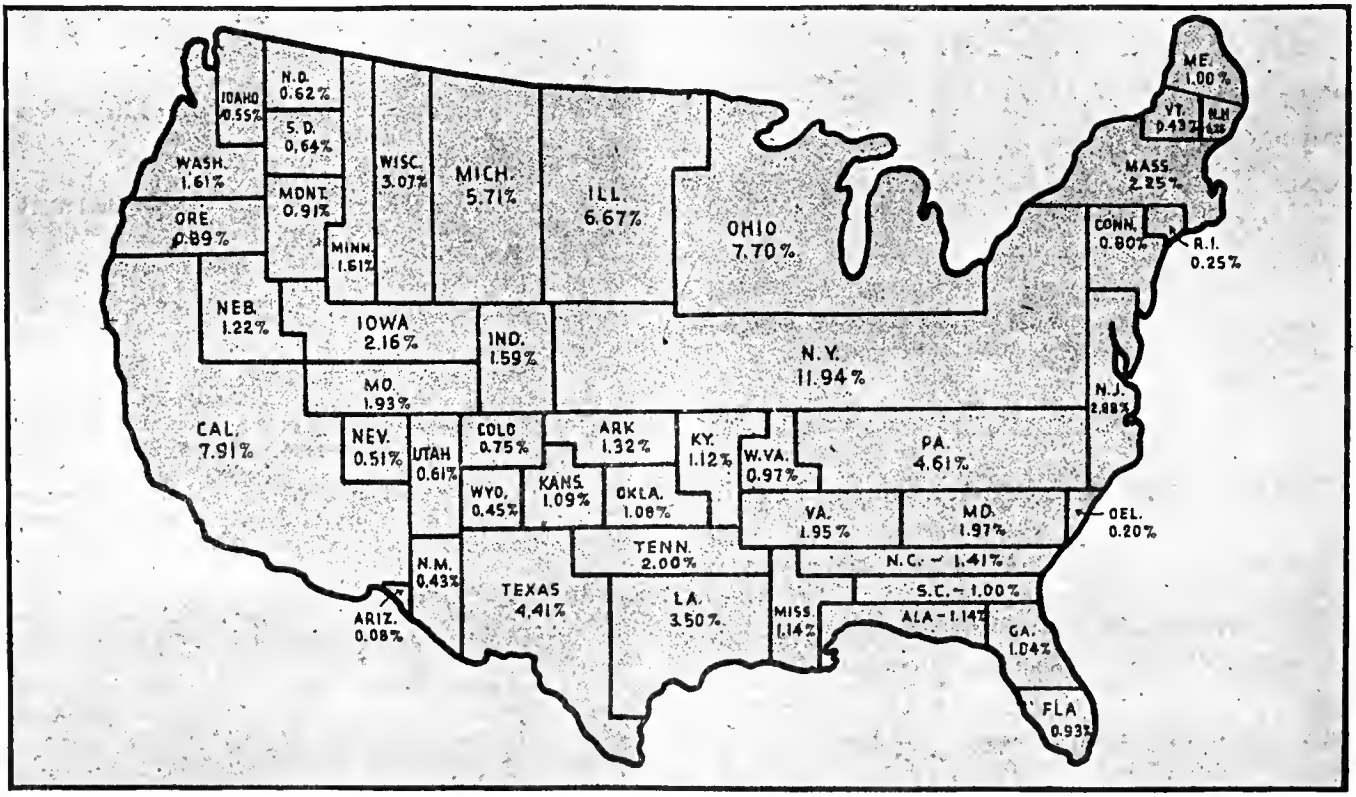
The quality of being a consumer is so common and so inescapable that, like the air about us, we mostly take it for granted.—*Frederick J. Schlink, president, Consumers Research, Inc., New York.*

We may make up our minds that the poison-berries of the world's present miseries are not the fruit of some innocuous apple-tree which merely needs pruning.—*Fred Henderson, English engineer.*

She's the greatest social worker! Gee, she's just crazy about charity. She can hardly talk about the poor without crying. She's going to act a social worker in a show we're getting up.—*Heard in the New York subway.*

The essence of the recovery program is more leisure time for the working-man, and the only sure bet of this generation is that the working-man is not going to use that spare time jumping rope, knitting sweaters or going places on a pogo stick.—*H. I. Phillips in New York Sun.*





Top: Percentage of Revenue Paid by the States in 1933. Below: Percentage of Emergency Funds Received by the States

The call made by the states upon the six big spending and lending agencies of the federal government (the RFC, AAA, PWA, FERA, Home Owners Loan Corporation, Farm Credit Administration) varies with population, unemployment, disaster, lack of local credit or organizations, restrictions of local laws, and, especially with the AAA, local situations. Yet, as the United States News points out in these maps, the percentage of the seven billion dollars' emergency fund each state is receiving corresponds fairly closely to the percentage of revenue received from each state in 1933.

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For Welfare and Security

The American Association of Social Workers on Cash Relief, Civil Works, Public Works, Housing, Taxation, Employment Service, Poor Laws, Transients, Unemployment Insurance, Child Labor

By GERTRUDE SPRINGER

SAMPLING their own blood-stream, finding it full of good red corpuscles and fighting phagocytes, social workers have discovered themselves as a coherent body with something to say and the will to say it out loud. It happened in Washington, where in mid-February representatives of some forty-eight chapters of the American Association of Social Workers gathered to discuss governmental objectives in social work. It was the first meeting the Association has ever held where decision was freed from the slow processes of referral, and it showed organized social workers possessed of a healthy vigor which can and will express itself. Clearly impatient with further professional rumination or with mere watchful thinking over the course of events, this professional body struck out into the stream and if sometimes it was moved more by emotion than by expertness it was willing to go on record for its feelings no less than for its knowledge.

The conference was organized in a way to escape from the slowing-down which the processes of democracy impose on a widely scattered membership of eight thousand or more which had never before come together on a representative basis to act on matters apart from its internal concerns. A planning committee had submitted to the chapters an agenda of six topics for discussion and resolution. Delegates came to Washington therefore instructed by their constituencies to give battle for the views they represented.

And battle they did under the amiable gavel of Stanley P. Davies, president of the Association, through five long sessions of uninhibited discussion, lightened occasionally by the give and take of the "genial raspberry," winding up with a lively three hours where recommendations, equivalent to a platform, were adopted. On many of these there was no difference of opinion, on a few a determined minority of one or two was recorded, on others the decision was close with the conservative wing consistently out-voted.

Although discussion ranged far and wide this brief report must keep to the six major topics which the conference took as its oyster: Current Relief Problems, Housing, Revision of State Poor Laws, the Financial Basis for a Governmental Security Program, Personnel Standards and Unemployment Insurance. The U. S. Employment Service was discussed and the delegates went on record in support of its pending appropriation.

Current relief problems, presented by Arthur Dunham of Philadelphia, brought early fireworks with the biggest and brightest rockets aimed at the demobilization of CWA. Civil Works as a device, ran the discussion, has shown value in filling the gap between unemployment and reemployment but there is nothing in the present scene to indicate that that gap does not still exist and that throwing four million workers back into insecurity if not destitution will not breed grave consequences. A weakness of the CWA has been the public's insistence on looking on it as relief while it resented any means test. A federal employment program must keep clear of need as a qualification and must concentrate on selection for fitness while other work outlets are devised for those of marginal employability. A changed concept of public works with a broader and freer scope, might bring in those now on CW and CWS. Certainly there must be a government plan of employment, call it emergency if you like, mobile and swift, to function until such time as the country projects new kinds of appropriations to handle new kinds of surplus labor.

The question of wage rates in government employment brought a lively brush between those who held that wages should be in line with the going rate in the community and those who held that they should be adjusted to a decent standard of living. A bright spot at this point was the assertion of a delegate from Georgia that the CWA wage scale "has worked a social revolution in the South comparable only to the emancipation of the slaves,—and the people mean to hold their gains." It all came down appar-

ently to a choice between an employment economy and a relief economy for a vast number of American families—a choice which offered no dilemma at all to the social workers.

The assurance of Harry L. Hopkins, federal relief administrator, that CWA would be demobilized "humanely"; that certain CWS leads, such as in adult education, recreation and nursery schools, would be prosecuted; that political interference in the CWA had been no greater than "the entrenched American practice of patronage" made inevitable and that abuse and exploitation had been unimportant except in public opinion—all this brought comfort but did not lay the doubts of those who got no answer to their reiterated question, "What next?" The administration has a plan to follow Civil Works, Mr. Hopkins said, but he was not free to outline it. All agreed with him that a long-range plan to make life secure is of transcendent importance, but the delegates felt too that until such a plan reaches in some degree the millions now unemployed and destitute, relief is imperative and is somebody's business.

The discussion of housing, led by Robert M. Kohn and Eugene Klaber of the Housing Division of the PWA, brought agreement on the social usefulness of housing as public works, a warning against the creation of "multi-storied, sanitary slums," and a canvass for ways by which social workers can hasten housing programs which will be planned and continuous, aimed solely at improving the way of living of people of low incomes.

There were no two opinions about the hoary old poor-laws, especially those relating to settlement—abolish was the only word for them. Edith Abbott of Chicago, leading the discussion, pointed out that state responsibility remains a trend rather than a reality, citing Illinois with its fifteen hundred responsible taxing and administrating poor authorities, and Ohio with its 1353 administrative units and six thousand officials responsible for poor relief. "Uniform poor-laws are of course a goal, but there are forty-eight poor-laws to be reformed and as social workers we'll get the best we can." The opportunity to get that "best we can" will come next year when forty-three of the forty-eight state legislatures will meet. It is not proposed to draft a model law,—"Model laws do not allow enough leeway for local idiosyncracies,"—but to urge principles which will imbed public assistance in the whole structure of government, local, state and national, which will fit what we still call emergency organization into going and continuous government and which will have from the higher to the lower at least three checks, rules and regulations of administration, supervision of expenditures, and approval of personnel. The county unit is not the whole answer to local administration and must not be seen as such except in relation to the entire structure of government. In many areas regional units, even states, would be more effective.

No one had a good thing to say for the old settlement laws and voices that cautioned that a method of central supervision for transients and other dislodged folk should go with their abolition, were lost. In spite of this unanimity there were delegates who were thoughtful at the prospect for their already overcrowded state institutions if all settlement bars were dropped.

The discussion of the financial basis for a governmental security program, led by Harry L. Lurie of New York, generated—and let off—a good deal of steam. Apparently everyone knew what such a program should hold and so could buckle down to the business of paying for it. This involves, it was said, not a matter of squeezing money for this device or that out of reluctant appropriating bodies but a method for the distribution of unproductive surplus wealth by new kinds of taxes.

It mattered not at all to this articulate gathering that, as someone ventured to point out, it had no authoritative status when it came to matters of redistributing wealth, and that in its zeal to get funds for welfare services it must be cautious of methods which might create more social problems than social values. But one need not be expert or authoritative, the discussion implied, to know that incomes, inheritances and excess profits had scarcely been scratched, and that sales' taxes and heavier burdens on homes and farms were not to be endured.

It seemed curious to at least one observer that this group was apparently confident that the device of taxation could make its case for public-welfare funds. No one raised the question of whether any degree of taxation within the profit system would be adequate. More than one doughty discussant walked up to the edge of that water but not one so much as wet his feet.

IN the matter of personnel standards in public-welfare service Kenneth L. M. Pray of Philadelphia, leading the discussion, urged three points: (1) When workers enter public service without adequate professional training they should be accepted for a probationary period during which their personal qualifications are tested and training is part of the job. (2) All public social-work services should be supplied from civil-service lists with workers selected for merit and fitness. (3) Service should be made attractive and turnover reduced by salaries and working conditions such as those in comparable professions, teaching for instance.

There was agreement on the virtues of the civil-service system—"We'll only move ahead to good public service by way of good civil service"—but cautions against it as a cure-all—"The civil-service method is only as good as the administration behind it." And certainly the professional organization of social workers must promptly formulate practical standards and qualifications "with no mystery in them" to serve public officials as guiding principles until better laws are made.

When it came to unemployment insurance this conference, except for a few leaders, was less vocal than one might have anticipated. It was in full accord with the principle—no question about that—but on the merits of differing methods, outlined by the Rev. Francis J. Haas of Washington, it was not contentious. It wanted unemployment insurance and it wanted it now, and it wanted its experts in that field to get together to facilitate action. The endorsement of the Wagner-Lewis bill seemed to offer a solid point of leverage.

The conference was as representative a gathering of social workers as the profession can muster. From every section of the country came leaders of long standing and youngsters feeling their first professional oats. That it was homogeneous was due to a common experience with the most helpless victims of economic breakdown and a common will to protest the fruits of a system built on insecurity.

If this observer is any judge of the temper of a meeting, the crackle of this one will carry back to the chapter organizations and envigor the rank and file of social workers everywhere. Social workers are plainly impatient with a passive rôle as witness bearers. They want action, and as a first step they have spoken their mind. The recommendations of the Washington meeting serve notice of where they stand. These recommendations were framed by a committee headed by Dorothy M. Kahn of Philadelphia. Many topics raised in discussion were referred to the AASW for committee study and later recommendation.

Recommendations of the Social Work Conference

THE conference in addressing itself to the problem of government objectives for social work wishes to pay tribute to Congress and to the federal administration for recognizing its obligation to meet the needs of people in this emergency on a national basis, for developing for the first time a national system of aid to families and individuals, for assuming responsibility for service to transients and for bringing unemployment relief up to a more nearly adequate level. In carrying out this program we believe that the best experience and traditions of social work have been utilized. The conference more especially pays tribute to the courageous and ingenious social thinking represented by such programs as the NRA, the NRS, the FERA, the CCC and the CWA.

The conference goes on record as favoring the continuance of a large federal employment project based on qualifications for employment and not on need, and as opposing the present program of gradual demobilization and termination of the present Civil Works' program by May 1, unless there is something better to take its place.

This emergency has made us keenly aware of the fact that the sources of aid must be as wide as the sources of misery and that government is accordingly the only effective instrument for the social use of national wealth. Therefore we believe that this is the time for the creation of a permanent, comprehensive, well coordinated and adequate system of welfare services, so conceived as to ensure ourselves, as a people, against the common hazards of our economic and social life such as are inherent in unemployment, old age, widowhood, sickness or other factors which interfere with the normal processes of self maintainance.

Essential correlatives to this proposition seem to be:

1. Financial and administrative participation on an equitable basis of federal, state and local governments.
2. Substitution for the old poor-laws of modern welfare laws.
3. Abolition of settlement laws.
4. Personnel properly equipped to administer these services with the merit system utilized for its selection.

We recognize our responsibility as social workers not only to advocate a national program of public welfare but to point out definite methods by which such objectives can be achieved. We recognize that our social problems arise, not out of inherent limitations in either the wealth or the productive capacity of the nation, but rather out of the faulty distribution of wealth. Specifically we suggest changes in taxation methods to stop the gaps in the present income-tax law, to recover the vast sums lost to government through provisions for deducting capital losses from current income, to end the exemption from taxation of various types of securities and the exemption from income tax of employes in the public service. We further urge increases of income taxes, progressive increases in the higher brackets, increases in the inheritance and excess-profit taxes and a consideration of the social principles involved in the taxation of real property.

Determination of the federal relief budget for 1934–35 must depend on several unpredictable factors such as: the extent of success of the recovery program, the absorption by public works of great numbers of the employable unemployed; the number of families in the residual load and the degree to which the present inadequate relief grants are liberalized.

In view of the probability that millions will continue to be unemployed during this period it is urged that social workers shall not underestimate the size of the load and that appropriations shall be sufficient to affect the recommendations of this body regarding adequacy.

In standards and methods of relief it is recommended:

That cash relief be substituted immediately, and specified in the long-time program, for relief in kind in an amount adequate to include at least provision for food, shelter, clothing, fuel, light, health and household supplies.

That the FERA be urged to require as a general policy that states use cash relief when handling federal funds and that it exert pressure for cash relief when state and local funds are involved.

That methods of utilizing surplus products be developed other than distribution to families on relief, since this distribution has manifested serious social and administrative disadvantages.

In the care of the homeless it is recommended that the conference endorse the admirable transient program built up by the FERA and urge that the following developments be given immediate consideration:

1. Provision of federal funds for the hospitalization of transients.
2. Reduction of congregate care by providing work on wages through the Transient Bureau, the CCC or the CWA.
3. Eligibility to the protection of workmen's compensation for all on wages.
4. An integrated program of care for local homeless and transients including special efforts to stabilize transient families.

In general administrative procedure it is recommended:

1. That the administrative staff of the FERA be increased to permit more intensive work and more constructive planning.
2. That the excellent work done by the FERA to bring skilled and experienced personnel into state relief organizations be further extended by exerting pressure to subordinate residence requirements for state and local relief workers.
3. That the FERA develop channels of intercommunication between state relief administrations.

Specific recommendations on standards of living in relation to relief are impossible at this time because, although constant reference is made to the need for a better standard of living, no standard has been agreed upon. The conference urges however that social workers continue to emphasize the difference between minimum subsistence and an adequate standard of living.

On rates of pay on federal employment the conference endorses the conservation of the principle of fair wage rates established under the Public Works' Administration.

The further development of the Federal Employment Service and related state services is basic to all reemployment programs. The conference therefore urges the Senate to restore the original appropriation of $3,700,000, cut in the House to $1,590,000, and proposes that chapters and members of the AASW take similar action.

On unemployment insurance the conference endorses the Wagner-Lewis bill to promote the establishment of state systems of unemployment insurance, but recommends that the minimum benefits and period of payment specified in the bill be increased.

The permanent elimination of child labor is important in any program for maximum employment opportunities for adults as well as for the conservation and development of youth. The conference therefore urges the adoption of the Child Labor Amendment and recommends that the chapters of the AASW support it in states which have not yet ratified.

The conference believes that housing is socially the most useful element in a public works' program. Social workers have a responsibility to inform themselves on housing needs and proposed housing programs and their costs in their local communities, and to contribute from their knowledge and experience to the development of programs to meet the need for low-cost housing and to the management of these programs. They also have a responsibility to participate vigorously in interpreting essential elements in housing programs.

It is recommended that the whole concept of the merit system as applied to the professional group in public welfare service be referred to the AASW for comprehensive study and formulation and that pending changes in the laws the principle of the merit system should be used by appointing officers.

Enter the Labor Departments

By PAUL U. KELLOGG

THE states turned out when Secretary Frances Perkins called the conference on labor legislation in Washington in February—men and women appointed by the governors largely from state labor departments and state federations of labor. It was the first gathering of its kind—one of the most unusual and prophetic held in Washington in this period of change. We must turn for precedent to conferences held under the International Labour Office set up alongside the League of Nations. They marked the recognition that the world has gone industrial —that apart from any collaboration between governments on the political front, it is necessary to synchronize action among the economic groups which enter into the going life and labor of the nations. Employer groups, labor groups and the labor departments of each national government have taken part in their three-ply scheme.

At Washington this pattern was modified. The representation was of two groups, not three; those which by vocational or official commitment are concerned primarily with the stake of wage earners in the American scene. What the American gathering, by comparison with those at Geneva, lacked in breadth it gained in coherence. Moreover, it had special domestic and even world significance, as I see it. Unleashed nationalism in Germany, for example, has fairly wiped out what corresponds to our states. Can a federated system, like ours, stand up to industrial stresses that know no state boundaries? The NRA has laid down structures of control across the political map regardless of the old boundaries, swept out much child labor and called a halt to competition that sweats workers and undercuts earning and purchasing power. The emergency over, local self-government is bound to be scrapped as inadequate to the task unless we can find out how, in Franklin's phrase, to "hang together" and reconcile a piecemeal political sovereignty with the common economic needs of new times. The special point of this February meeting was as an overture in constitutionalism toward this end.

If such a development is to succeed, it must proceed along organic lines; and this national conference was preceded by regional conferences in the South and elsewhere, called by the secretary of labor. In New England they have gone further in the movement for interstate compacts; and as a by-play of the national gathering, the southern and New England groups got together. The six states having minimum-wage legislation have themselves adopted the conference method in pooling experience. There were demands from the floor at Washington for the U.S. Department of Labor to frame model codes suggestive for state enactment. Delegates from two states called for national minimum standards. I was especially struck with the plea which Florida's official delegate made to the states from which Florida has drawn its new population. He asked for their support in initiating compensation legislation that would match theirs. There was no shouting for states' rights; rather the speakers began and ended with people, with granite workers and machine tenders, with safety and security as basic to the workaday life of the U.S.A.

Consider, from this angle, the subjects in the agenda on which committees made recommendations. These may be considered negatively as so many proposals to eliminate from industry the forces that undermine and bruise life. We see this evil on a tremendous scale in the mass unemployment that has thrown millions out of work. But the undermining is there when we let accidents go unprevented, occupational diseases go uncontrolled. Safety and sanitary laws were advocated to throw greater protection over workers and their places of work. Other standards called for would shear away from our working forces the overwork or prolonged hours and the seven-day week; child labor; the night work of women and minors; the home work that escapes regulation; the underpaid work of the sweated trades. These excrescences stand out stark in years when adult men and women have not been able to find employment at wages that sustain livelihood.

By such limitations the conference proposed to set a new caliber for productive labor in the years ahead. It proposed that through compensation laws we should see to it that when unprevented risks dislodge workers from such labor, some measure of income shall remain to them as a right. It placed occupational diseases on a par with work accidents. Just as it was concerned with eliminating child labor at the entrance of the working years, so through old-age pensions it would throw protection over the last years, eliminating the half-employable, assuring them some income. And this concern for stabilizing earning and purchasing power came to a head in endorsement of unemployment reserves and insurance, as security against the most widespread hazard of all. There were lively tilts between advocates of plant funds and state pools but there was unanimity in support of the Wagner-Lewis bill through which the federal taxing power would be employed in encouraging state unemployment-insurance systems. Unanimity, also, in support of the full appropriation to the U.S. Employment Service, Exhibit A in federal-state-local collaboration in the labor field.

THUS the positive side of the conference program emerged; the constructive purpose of the brakes it was talking about at a time when the national imagination is caught by the starters of economic revival. The regulatory measures within the province of these departments envision a future when adult people, working reasonable hours, safeguarded against preventable risks and with some measure of economic security against the unpreventable, can not only earn the wherewithal of the good life but can, through their fitness, their work and their leisure, make the most of what America holds out for Americans in an epoch of applied science and organized production.

By unanimous vote, the delegates recommended annual national conferences, also regional conferences and interstate conferences between competing states, and interstate compacts to achieve uniform labor legislation. They proposed a permanent secretary and standing committee appointed by the U.S. secretary of labor. At the same time they approved "the continuance of the codes beyond the present term of the NIRA as a permanent part of our national economic structure"; and urged that full use should be made of state inspection facilities in enforcing provisions as to wages, hours and working conditions.

Notable Recommendations of the Labor Conference

EMPLOYMENT EXCHANGES

APPROPRIATION of $3,700,000 for the United States Employment Service.

Acceptance by all states before July 1, 1935 of the provisions of the Wagner-Peyser Act.

More emphasis on long-time programs of state employment services.

State regulation of private fee-charging agencies.

CHILD LABOR

Prompt ratification of the Child Labor Amendment.

The following standards for state child-labor Laws:

1. Minimum age for leaving school for work—16 years.

2. Regulation of employment of young persons 16 to 18 years of age as follows: (a) Hours of work, both daily and weekly, to be less than the legal hours of work for adults. Night work to be prohibited between 7 p.m. and 6 a.m. (b) Prohibition of employment of persons under 18 in hazardous occupations. (c) Work permits to be required for the legal employment of those between 16 and 18 years of age.

3. At least double compensation for injured minors illegally employed; approval by a competent authority of its expenditure.

OLD-AGE PENSIONS

Enactment of state-wide compulsory laws for old-age pensions.

Age: Sixty to sixty-five.

Property limitations: None recommended. Certainly no less than $3500; real estate not yielding an income to have no bearing on eligibility.

Income limitations: Where an applicant otherwise eligible has an income from other sources of less than $360 a year the pension should be fixed at such a point as to make total annual income not less than $360.

Residence limitations: Not more than ten years; allowance to be made for temporary absences from the state; and arrangements for inter-state reciprocity.

Maximum pensions: No definite maximum recommended. Amount to be flexible at the discretion of the state administrative agency.

HOUR LEGISLATION

In no case, in excess of forty hours per week for both men and women except in domestic service and agriculture.

General prohibition of the employment of women after 10 o'clock at night, except in very carefully regulated instances to permit two legal shifts during the day. No person to be employed between 12 midnight and 6 A.M. outside of continuous process industries. [Exceptions.]

HEALTH AND SAFETY

State labor departments to be authorized to formulate industrial codes; such codes to meet nationally approved standards as to (1) ventilation, temperature, humidity, air space and lighting; (2) dust, gases and fumes; (3) dangerous materials and tools; (4) fire protection; (5) first aid; (6) seating facilities; (7) sanitary facilities; (8) lunch rooms; (9) drinking-water; and (10) factory inspection.

Periodic inspection of all work places by properly qualified inspectors.

UNEMPLOYMENT RESERVES

The speedy enactment in every state of legislation creating genuine systems of unemployment insurance or reserves sufficient to meet claims of unemployed industrial workers for benefits well above the level of mere subsistence, and extending over substantial periods of time.

Enactment by the Congress at the present session of the Wagner-Lewis Bill.

WORKMEN'S COMPENSATION

Compensation: Compulsory.

Administration: Commission, not court.

Insurance: Two methods possible: (first method recommended) (a) State insurance fund, exclusive or competitive. (b) Private insurance carriers. Severe penalties on employers not complying with insurance requirements desirable.

Coverage: All industries and all employes, including state and municipal, but exempting possibly agriculture and domestic service.

Injuries: Define injuries to include occupational diseases. "Blanket" coverage thereof rather than "schedule" coverage.

Waiting period: Not more than 7 days nor less than 3.

Medical service: Unlimited medical and hospital service without cost to injured employe. Choice of physician by employe from panel. Impartiality of testimony re extent of disability.

Percentage: For nonfatal cases, not less than 66⅔ percent of the injured employe's wage. In case of death, 35 percent for widow, without children, plus an additional amount for each child, the total not to exceed the percentage for permanent total disability.

Weekly maximum and minimum compensation: Maximum should recognize the rights of the higher paid workers to a standard of living above the subsistence level and minimum should be not less than the subsistence level.

Compensation period: Fatal cases—benefits until death of widow or remarriage, in which case two years' compensation at time of remarriage. Children—to 18 years or thereafter if physically or mentally incapacitated.

Second injuries: (e.g. loss of second eye). Employer charged as though for first injury and balance to be paid out of special fund.

Minors: Double compensation for minors illegally employed.

Accident prevention: Adequate provision. Reporting compulsory.

Procedure: Informal, "Administrative," with adequate provision in law for the Commission to have the power to check "ambulance chasing," regulate attorney's and doctor's fees, etc. Appeals to be permitted to appellate courts only on questions of law.

MINIMUM-WAGE COMMITTEE

ENACTMENT of a mandatory minimum-wage law for women and minors an immediate objective in every state. The standard bill drafted by counsel for the National Consumers' League and recently enacted into law (with minor modifications) in six states recommended. With changing attitudes toward the setting of legal minimum wages for men as well as women, the enactment of state laws applicable to all workers when time seems ripe.

Administration headed up in one responsible executive within the Labor Department of the state, adequate clerical force and necessary field and inspection force for which adequate standards of training and experience must be required.

Rates set by minimum-wage boards to provide at least:

No differentials from the basic rate for learners and minors.

A higher hourly rate for part-time workers.

Overtime at the rate of time and a half.

The guarantee of the minimum hourly rate to all piece workers.

No differentials for locality or size of community.

Piece-work rates yielding the worker at least the hourly minimum rate.

Elimination from all codes of lower rates for learners, and differentials on the basis of sex.

HOME WORK

Abolition—the only way to control its growing evils.

Meanwhile regulations assuring same standards as established for factory workers; places licensed and inspected; home workers certified; employers giving out home work licensed and held responsible for violation of the laws.

The President's New Relief Policy

JUST as this issue of The Survey went on the press, announcement was made of President Roosevelt's new plan for unemployment relief to fill the gap left by the demobilization of Civil Works. This announcement has the effect of dating somewhat certain of the materials relating to unemployment relief published elsewhere in this issue, although, until the new program is clarified by rulings of the FERA, it does not answer all the questions raised.

As it stands now the President's program is more a policy than a method. Although there is no implicit word, he who runs may read in the President's words a changing attitude toward relief which seems to recognize it less as an emergency and more as a problem of reconstruction. The new policy will become effective May 1, which gives two months to turn around in, and will be a first claim on the $500 million already earmarked for relief after that date. Beyond that there are funds already appropriated which might be diverted to its purpose—though no official word has been spoken to this effect.

The new program will be directed "to meet the peculiar need of three separate and distinct groups. These are:

1. Distressed families in rural areas.
2. Those composing "stranded populations," or persons living in communities heretofore supported by a single industry which has become non-existent.
3. The unemployed in large cities.

The plan for rural relief, to be developed in cooperation with agricultural authorities, is definitely one of reconstruction and clearly points to an extension of subsistence homesteading.

Relief funds, therefore, will be expended on behalf of rural families in a manner and to an extent that will enable them to achieve self-support. Work for wages from relief funds is not an essential part of this phase of the program and will be provided only in so far as it is necessary to accomplish the primary objectives. . . .

Some of the methods to be employed include building or rebuilding to provide adequate farm homes; the provision of seed and of stocks for other than commercial purposes, and opportunities to these workers to earn modest cash incomes through part-time or seasonal employment in small industrial enterprises. There should also be a planned distribution of the regular jobs on highways, in the national and state parks and forests and other public work prosecuted in agricultural communities.

The plan for stranded populations will be developed in collaboration with the subsistence homesteads division of the Department of the Interior, and with other federal and local agencies.

No one knows how many of these families there are,—perhaps 300,000, perhaps twice as many. But—

The solution of the problem of these families involves their physical transplanting, in a large majority of cases, since the areas in which they are concentrated offer neither future employment at wages nor opportunities for self-support through agriculture. . . .

The great mass of unemployed in the large industrial centers is one of the administration's hardest nuts to crack. Much of the grief of CWA was due to the vast numbers not placed who left behind a trail of disappointment, recrimination and unmet need. President Roosevelt names the new plan "the work program," but in effect it seems to be a return to work relief on a large scale with home relief, more or less incidental, for those unable to work. In his announcement he recognizes the inadequacy of relief, whether in cash or in kind, for able-bodied workers and says that:

The federal government has no intention or desire to force either upon the country or the unemployed themselves a system of relief which is repugnant to American ideals of individual self-reliance. Therefore, work programs which would not normally be undertaken by public bodies, but which are at the same time outside of the field of private industry, will be projected and prosecuted in and near industrial communities.

Labor on these projects will not be expected of dependent members of the communities who are unable to work, but will be confined to those needy unemployed who can give adequate return for the unemployment benefits which they receive.

Work will be given to an individual for a period not to exceed six months. This is in order that it may not be considered, or utilized, as a permanent method of support. It will be administered by and under the direction of those responsible for the unemployment relief activities in industrial communities.

Every effort will be made to continue opportunities for work for the professional groups in need—teachers, engineers, architects, artists, nurses and others.

Thus it seems that the new "work program" will go back to local administration on much the same basis as before CWA rocketed across the sky, but will be freed from the regulations which the use of PWA funds imposed. This may mean that wages and hours of work will be determined locally. It is devoutly to be hoped that out of the wreckage of CWA that last ruling of "a minimum of 30 cents an hour" will be salvaged.

IT is stated that "the several states will be aided as the federal relief law provides in the financing of this enterprise." Which, considering the official emphasis laid on work as relief, raises the possibility that federal funds may be pretty definitely earmarked for wages for the employable—nothing is said about materials—while the care of the unemployable will be required from local funds. Nothing is said of a means test, but the use of the word "needy" indicates that something of the kind is contemplated. Here again let the devout hope be registered that the soul-weary unemployed, shunted helplessly as they have been for years, back and forth between relief and work relief, with the ordeal of registration and investigation attached to each shift, will be spared further disheartening routines and that determination of need will be made expeditiously.

If the new program for relief in cities means cash wages for work performed, it will be the end of the miserable practice of work-for-relief (in kind), a blight on the work-relief idea in many places, and will substitute a cash wage for a grocery order. This would be a distinct gain.

The President's plan is still too new for critical comment. But even at first glance the proposals for rural regions and stranded communities have a constructive ring though they seem to hold a good many administrative headaches and to leave gaps which relief from federal funds will have to fill for a long time to come. The test of the work plan for industrial centers will come in the ability of local authorities to find enough honest, non-competitive projects to give a real job to every needy unemployed man who can and wants to work.

Women Without Work

By EARL G. HARRISON

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ALONE, unwanted by kith and kin, she is old and "poorly" and habituated to a way of life that shifts between occasional diminishing employment and casual increasing charity. Thus out of long columns of figures and the percentages of statisticians emerges the silhouette of the woman without work in Philadelphia, dependent at this time on relief for continued existence. She is not herself a creature of flesh and blood, but a composite of all the 1654 unemployed destitute women living alone whom the research workers of the Community Council and the Pennsylvania School of Social Work examined in their effort to discover the human content of a category of need which did not fit the routines of relief administration, and which no one knew very much about anyway.

In the first winter of the depression, 1930–31, the Philadelphia Committee for Unemployment Relief gave help to lone women by making special grants of funds to the Alliance of Catholic Women, the Jewish Welfare Society and the YWCA. Later it contributed on a per capita basis to DeLancy House, a small privately supported emergency shelter. With the establishment of the Municipal Bureau of Unemployment Relief and its successor, the County Relief Board, food orders were given to women living alone, with private social agencies continuing to help by paying room rents or by care in boarding-homes. In the beginning the participation of the YWCA seemed logical because of the impression that, given the general breakdown of employment, there must be large numbers of girls and young women in need of special protection and care.

But three years' experience raised serious doubts that this was a problem of girls and young women, and it was to resolve these doubts that the YWCA asked the Community Council to study the whole subject of unemployment relief for women living outside of families. While the study was under contemplation word came that the Women's Bureau of the US Department of Labor was contemplating a similar study for its own purposes. A basis of cooperation was worked out by which the Bureau provided two field workers and the data collected by both interested agencies were shared. The study was directed and the report written by Ewan Clague, director of the joint committee on research under whose aegis it was completed.

The study, begun in the spring of 1933 and just published (Women Without Work, Publication No. 7 of the Joint Committee on Research of the Community Council of Philadelphia and the Pennsylvania School of Social Work, 311 South Juniper Street, Philadelphia, 10 cents) included 1654 women in the care of the Philadelphia County Relief Board, the YWCA and the Service Committee for Professional and Business Women. Various other agencies were caring for women, but the committee believes that the 1654 studied include the majority of those on relief in the city and adequately represent the problem as a whole.

The age of the women was the first indubitable fact to emerge from the study to the confusion of the early impression. Some half of them were past fifty, more than a quarter past sixty, and there were as many past seventy as there were under thirty. Four women, three of them colored, were past ninety. Obviously the major problem was not of youth out of work but of dependent old age. They were not wandering women either, but solidly rooted in Philadelphia, a good fourth of them by birth and most of the rest by long years of residence. Only a handful had been there less than five years.

The aloneness of the women led the researchers into many bypaths of fact and even more of conjecture. While now alone and practically friendless, a large majority—some 70 percent—had been married. More than half were widows of long standing. Less than half of the whole group admitted the existence of any close relatives anywhere. Exploration on this line indicated that such relatives as there were were able to provide little if any consecutive help. To be sure many were helping, even though they themselves might be on relief, but the help was too small and uncertain to affect the whole situation of the woman concerned. The most frequent form of help was shelter, usually a room outside the relatives' own home. "This is eloquent testimony on the social problems involved in the care of these women, the relatives did *not* want them to live with them even when the relatives were the women's own children."

THE great majority of the women lived in furnished rooms nominally paying rent of less than $4 a week though all but a handful were in arrears from one to twelve months. There was ample evidence here of the consideration shown by landlords, more frequently landladies, and also of the fact that these lone women are not drifters but essentially home-dwellers for whom a congregate shelter is no answer.

To many of the women the need for assistance was not new. Generally speaking about half of those receiving relief in the spring of 1933 had been in a state of dependency for at least a year and in some cases for much longer. About one woman in every four had been known to social agencies prior to 1930, and though they cannot be classed as chronic dependents some of them were apparently drifting into that state even before the depression began:

> Those who were in difficulties before the depression and who have continued to need help during it are not likely to achieve a self-sustaining status after the depression is over. They are not true unemployment relief cases but must be treated on the basis of relatively permanent need. . . . Many who originally could not fairly have been termed chronically dependent have unquestionably fallen into this class in the course of the depression. If escape from their present status depends upon their own efforts it is probable that nearly half of the entire group will be permanently dependent.

Look at it as you will, the prospect for most of these women is gloomy, for estimates of their probable employability are far from hopeful. It was doubt on this very point which occasioned the study in the first place and special

attention was given to exploring it. Curiously enough a considerable proportion of the women, about a fourth, have no record of work in recent years, some had never worked at all, others not since their marriage. Among those who had worked, the majority had been domestic servants or factory workers, both types of work much too hard for the older women though many had long and honorable service records. A special study of a sample of 277 individual women under sixty, made by the field representatives of the Women's Bureau, shows that only about 60 percent are employable, many of these with definite limitations. When allowance is made for the women over sixty who constitute 27 percent of the whole number, and for those with no record of wage earning, the conclusion is inevitable that more than half of all lone women on relief are probably unemployable, and that, on a conservative estimate, not much more than a quarter of the white women and less than half of the colored women are "clearly and definitely employable at the occupations for which they consider themselves qualified."

Important in estimating employability was of course the physical condition of the women, which did not, unhappily, serve to brighten the picture, but rather made more evident the limitations under which they might reasonably be expected to find and hold a job. But the disabilities affecting employability are only part of the story of the physical condition of these women, nearly 40 percent of whom reported serious illnesses over half of which could be classified as incurable and another large percentage as of doubtful curability. Altogether a large proportion of the lone women were either permanently or temporarily incapacitated for work on account of general ill-health, with "nerves" and "general rundown condition" appearing as peculiar afflictions of the native-born whites and gynecological diseases and physical injuries as more prevalent among the colored.

As a result of this study, the problem of the unemployed destitute woman living alone in Philadelphia is clearly defined as one of old age, chronic sickness and unemployability. "It is not a mass problem but one of individual needs, to be met by various types of care." What this care should embrace is discussed in five recommendations, here summarized:

1. Old-age pensions: A majority of the women over seventy, and they constitute 9 percent of the total—would be quite able to manage for themselves in their own homes if they could be assured of some small income on a continuing basis. Unemployment relief does not supply this. Old-age pensions would.

2. Increased facilities for chronically ill: Approximately 35 percent of all the women included in the study are suffering from chronic illnesses, many of them of a nature demanding medical attention and perhaps hospitalization. This need could be met either through nursing homes or, assuming an old-age pension system, through the conversion of existing homes for the aged into institutions for the infirm and invalided who require nursing-care.

3. Development of a continuing system of public relief: Over 40 percent of the women studied are between the ages of fifty and seventy and the problem of many of them is of assistance for the rest of their lives. Provision should come through the development of a system of relief under public auspices, probably achieved through the establishment of the Philadelphia County Relief Board on a permanent basis.

4. Payment of rent: Roughly half of the women studied stand a reasonable chance of being self-supporting in the future and require only temporary assistance to carry them over. Food, fuel and clothing are now being supplied but the payment of rent is equally essential to the solution of their problem. They are homedwellers and their social and educational differences emphasize the requirement, not of group treatment as in a shelter, but of care adjusted to the needs of the individual.

5. The transfer to the Philadelphia County Relief Board of the relief activities which the YWCA and like agencies are maintaining for women in the older age groups: The fact that 90.7 percent of the women studied are over thirty years of age is sufficient evidence that organizations traditionally dedicated to the interest of girls and young women should not be obliged to carry a burden involving chiefly old-age, chronic illness and unemployability. These agencies have important responsibilities of their own and should concentrate on them, freed from the administration of unemployment relief and old-age assistance.

Single Blessedness

By WAYNE McMILLEN
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IN Mussolini's Italy important public officials were recently given a choice between marriage and dismissal from service. Bachelors are proscribed, overpopulation notwithstanding, apparently because the dictator thinks every man should sire a soldier.

In America single men are not treated as pariahs unless they are destitute. But if they are in want, they too become victims of discriminatory treatment. In most jurisdictions the state of single blessedness guarantees to the applicant for relief a one-way ticket to the flop-house.

The experience of the Baker brothers in Chicago is typical. Ben has a wife and three children. Ezra is single. Both lost their jobs in Thanksgiving week of 1931 when the cement plant closed. Within a year savings and credit were exhausted. In September 1932 they applied for relief.

Ben received help at once. A monthly food ration carefully worked out by dietitians and valued at $28.79 was delivered regularly all winter. The rent was not paid, nor was there any cash allowance for incidentals. But Ben stayed at home with his family and, within the narrow limits of the relief allowance, lived his life as he saw fit.

Ezra's case was different. He was told to go to the Single Men's Bureau down near the Loop. There he waited in a long line. He asked for food to cook over the gas ring in his room. This was refused. He was given a ticket good for two meals and a night's lodging at a shelter in an unfamiliar neighborhood on Green Street, eight miles from his home. He rejected the offer. A week later he returned and accepted the ticket. A month later he could scarcely remember what it was like to decide for himself that he was tired and wanted to go to bed.

Housed in a shelter with three thousand other men, Ezra's life was rigidly regimented—up at 5:30, breakfast at 6:15, out of the building at 7, presumably to search for work, back at 5 to get his card punched, supper at 6, bed at 9:30. Day after day, the inflexible routine continued, at a cost to the county of about $4.20 per month.

Bad as this was, it could have been worse. The fifteen

or twenty shelters in Chicago provide a higher level of care than is found in most communities. San Francisco's homeless are obliged to sleep in their clothing. Unless recently improved, the shelters there have no mattresses. A strip of linoleum separates the sleeper from the steel bed-springs. Toledo boasts that its shelter care costs only seven cents per man per day. Labor performed on the streets by these beneficiaries of Toledo's munificence is said to have saved the municipal budget $90,000 last winter.

In Philadelphia, a huge building formerly occupied by the Baldwin Locomotive Works, houses four thousand men. The odor of disinfectant is strong and constant. After four years this stinking structure is still hopefully called a temporary shelter. Last spring when funds were low the building was emptied by dumping all the occupants unceremoniously into the street to get along as best they could.

THE shelters, now familiar landmarks in the meaner streets of our cities, have traditionally been the haven of vagrants and dispossessed wanderers. A new clientele was thrust upon them when local relief officials discovered it was cheaper to relieve destitute single men in shelters than in their customary domiciles. Evicted and solitary widowers, divorced and destitute workmen, unemployed bachelors of all ages and classes have thus been fed into the vast maw of a machine geared to the supposed requirements of seasonal laborers, professional hoboes and marginal migratory labor of all types. Few relief officials have paused to ask whether accommodations which a destitute transient could tolerate for a day were suited to the needs of those who would be obliged to endure them month on month.

The outstanding characteristic of a majority of the shelters is their emphasis upon deterrence. If the service is poor enough, the beneficiaries will be stimulated to seek work and will be less disposed to object when notified to move on—so runs the theory.

The overwhelming appeal to the administrative mind of cheap mass-treatment has been demonstrated in city after city. In Chicago where hundreds of unmarried citizens had for eighteen months or more been dragging out an unwholesome existence in congregate shelters, decision was reached last winter to give opportunity to a selected group to live on the outside. An immediate improvement in morale resulted. The men were required to work for their aid and were privileged, insofar as their relief budgets permitted, to live in the way best suited to their tastes and needs. Several hundred of them worked out their relief by assisting in the Chicago Public Library where their services met with the enthusiastic commendation of those in charge. But the money cost was greater. A man could be kept in a shelter for $1.05 per week. Outside his care cost at least $8 per month and often mounted as high as $15 or $20.

In June an order was issued that extra-mural care of resident single men in Chicago would terminate July 1. Belief was expressed that a good many men would refuse to return to the shelters and would somehow or other shift for themselves. To relieve destitution by ignoring it is a practice evidently not yet sufficiently hoary to have lost its vitality.

The order was vigorously protested by interested citizens, and an amended order was issued. Single men could continue to receive extra-mural care provided the cost was kept at the level of shelter care. The alternative is to reenter the shelter. Unmarried men in Chicago henceforth will have the privilege of trying individually to effect the economies that mass operations yield. The shelter is open to those who find they cannot do it on $5 a month.

The Federal Emergency Relief Administration is now struggling to set up for the first time in the history of this country a really adequate, nation-wide program for care of transients. Most local authorities think it is dangerous to provide a type of care that may induce destitute strangers to tarry in their midst. Resistance to the federal standards of care will therefore be encountered in some jurisdictions. Decent provision for resident non-family men should not be held in abeyance until the federal authority has converted local communities to the new plan of humane treatment for non-residents.

The employment provided under the Civil Works Administration has thus far scarcely touched the destitute unattached men. In November 2099 local homeless men received shelter care in St. Paul. Despite an aggressive Civil Works' program, instituted during the latter half of November, there were still 1928 local men in shelters at the close of December. Both in St. Paul and in Minneapolis relief officials admit that homeless single men have been placed in CWA employment only when a draughtsman, engineer or other skilled person was needed and could not be located within the ranks of the family men.

In Chicago the Unemployment Relief Service was carrying 66,249 family cases when the Civil Works' program began. Of this number 33,674 or 51 percent had received CWA assignments by January 3. During this same period only 5000 single men were given work. On January 3 the number of homeless residents still in shelters was 18,753.

IN Sioux City, Iowa, four hundred single men forwarded a letter to President Roosevelt on December 27 protesting the ban against single men in the local Civil Works' program. Approximately twelve hundred homeless men were receiving shelter care in Indianapolis early in January. Practically none had been sent to employment. In northern Indiana the Gary-Hammond district still has about one thousand local men in shelters, at least one of which was formerly a stable. Thus it appears that the earlier discrimination in standards of relief has carried over into the New Deal and the inarticulate minority pays the price.

The federal relief authority is not responsible for instituting this discriminatory practice. Its growth began when communities were struggling to finance swollen relief programs out of taxes on deflated local real-estate. The system of denying to unattached residents any assistance beyond submarginal physical care in congregate shelters has nevertheless now become so firmly entrenched that few local relief officials will abandon voluntarily a method so cheap.

The Federal Emergency Relief Act of 1933 invests the national administrator with real power not only to formulate policies but to correct abuses. With these trump cards in his hand, the federal authority is in a strategic position to put a stop to further forced housing in shelters of local residents whose only crime is that they are widowed, divorced or unmarried. Such persons are entitled to a type of assistance as flexible as that provided for local families. American poor laws, archaic as they are in most respects, do not discriminate among beneficiaries on the basis of marital status. To be eligible for relief the only requirements are that the applicant be actually destitute and a resident. It is not unreasonable to urge that the new federal relief program translate into actuality a theoretical equality that dates back to Queen Elizabeth's time.

Toward Resilient Faith

By EDUARD C. LINDEMAN

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IT will be recalled that my summary of last year's conference included numerous elements of uncertainty, hesitation and doubt (see Social Workers Hesitate and Then—? by Eduard C. Lindeman, The Survey, January 1933, page 13.) It seemed to me then that the social workers of New Jersey were participants in the generalized mood of fear and insecurity which at that time characterized the nation as a whole. Happily, the mood of doubt is seldom persistent; man finds it more congenial to his needs to move always in the direction of relative certainty and belief. This feature of conduct is, perhaps, a necessity of life: without faith of some sort activity loses its primary meaning. At any rate, it seems now wholly patent that your temper has changed; there is at this conference a pervasive attitude of eagerness. We still live in a period of bustling confusion but at least we are bustling. We may not have overcome entirely our pessimism of last year but we seem now to be merely partially discouraged optimists. There is, I believe, an evidence of a certain resiliency of belief born of a rejuvenated assurance that our problems are somehow soluble. And it also occurs to me that this revival of faith is accompanied by a new form of aggressiveness and objectivity. In short, we seem to be more prepared to confront our imposing tasks and less likely to seek ways of fixing blame upon others. In place of the obvious fear which motivated us last year we seem to have substituted a determination to accept the new flexibility which has emerged from chaos as an opportunity to reach toward higher goals.

May I suggest that the new mood of resiliency and faith be thought of as the steady accompaniment of the following perplexities, questions, affirmations and responsibilities which I have culled from the reports of the various addresses and discussions which have taken place at this current conference. I shall not attempt to repeat last year's exposition of my summary in the form of a patterned essay but shall merely state each item in its barest outline. It is my hope, however, that this limitation will cause you to make even better use of your material. This summary might be taken, I believe, as a sort of continuing agenda for discussions in social-work circles during the coming year. These are, then, the items of your concern which seem to me significant:

I. *What is, and what is to be, the responsibility of the social worker with respect to the various efforts at recovery and reform which are now being forwarded by our national government?*

Three general attitudes appear to prevail, the passive, the resistant, and the exuberant. None of these seems to be entirely mature. What the situation seems to call for is not stubborn, non-experimental resistance on the one hand, nor irrational acceptance on the other. Our so-called "American Plan" can only succeed if the value-conscious and the method-conscious citizens maintain an attitude of critical experimentalism. Those who resist and even go so far as sabotage, need to face candidly the probable alternatives. So far as I can see, the most likely consequence of failure will be some form of dictatorship or Fascism. We may not be able to escape this, but so long as there is a chance of forestalling a period of violence it seems to me that social workers aim to make the attempt. There are no actual signs of a deep-seated social revolution in American life. There exists a fresh mood of trial and error, of experimentalism, and it is this which social workers have apparently detected. On the whole, therefore, it seems to me that social workers may now be regarded as critical supporters of the present administration's program.

II. *Our present crisis has revealed once more the deep-seated need for coordination between our state and local units of social welfare.*

This great and neglected need has been so often stressed in the past, but our progress is unbelievably slow. Social workers are, however, persistent. They want such coordination, not merely because of its obvious promise of increased efficiency but also because they see it as the only sure way of equalizing welfare services throughout the state. They do not wish to construct a bureaucracy; on the contrary, they seek a wider means of public education. The citizen will find more opportunities to learn about and to participate in the promotion of public welfare when all of its functional units are woven into one harmonious structure.

III. *In what sense does the present situation of unemployment, of dislocation in occupations, and the compulsory return of employed children to school attendance imply a reexamination and redirection of our entire educational system?*

Next to their own specific tasks, social workers are deeply concerned with schools and education. Their experience during the present crisis has led many to look toward the creation of an entirely new type of school designed to meet the needs, not of prospective university students, but of the great mass of youth who might have been drawn into industry under ordinary circumstances. Some are thinking of new rhythms of learning, that is, learning related to work experience of a non-exploitive variety. Others are thinking of a redirection of the whole system of public education in terms of new cultural goals. And still others have come to realize that there must come about a much closer relationship between education and social work. One of the simple implications of these newer attitudes points in the direction of a better understanding of education on the part of social workers, and a better understanding of social work on the part of educators.

IV. *What is to be the responsibility of the social worker with respect to future programs of social legislation?*

Slowly we are coming to realize that our technological civilization calls for a corresponding sense of security on behalf of workers. At present such security is being found in vast expenditures of public funds, usually labeled "emergency." But we must not assume that our present

emergency program is to remain as a permanent byproduct of this depression. Cultural patterns do not alter so quickly. On the contrary, we should be prepared for the moment when these public appropriations may be withdrawn abruptly. That some new cultural patterns affecting social work will arise seems inevitable, and we should also be prepared for new adjustments; certainly there will henceforth be a much closer working relationship between private and public agencies. But what is particularly in my mind is the belief that our real task of social reconstruction involves some belated legislation. It seems to me to be a necessary correlate of our current experience that real security for our citizens can only eventuate through the instrumentality of governmental enactments. We begin to see, I believe, that laissez-faire is not only unworkable in the economic sphere but that its end has come as well in the realm of social well-being. We cannot expect the social problems precipitated by our type of civilization to get solved by "letting things alone."

As social workers come to realize this potentiality they will, I believe, align themselves aggressively with the other socially minded citizens who are already faced in the direction of a thorough-going program of social legislation. The State of New Jersey is lamentably weak on the side of its labor laws. Many of the enactments are, no doubt, partially satisfactory but even these are not aggressively enforced. If I read the signs of the time aright, each state of the Union will soon be called upon to bring into existence an effective, progressive and modernized department of labor. It would please me if New Jersey social workers found it possible to step boldly in this direction.

V. *Many social problems which hitherto have been regarded as belonging peculiarly to children are coming to be seen as unadjustments among adults, primarily parents.*

Of the many paradoxes in American life, perhaps none has proved to be so baffling as the parallel between education on the one hand and crime and delinquency on the other. In the early Nineteenth Century we hoped that lawfulness might increase in proportion to the extension of education. It is almost correct to say that the reverse has been true. Our attack upon the problem of so-called juvenile delinquency, that phase of our general lawlessness which is most disturbing, still lacks effectiveness. Slowly we are coming to see that a specific approach to crime and the law-breaker is ill-advised. The sources of crime and delinquency reside in families, neighborhoods, communities. These social units are dominated by adults. The proper approach to a social situation calls for social methods. Reforming children is a futile process so long as their elders remain unregenerate.

What is true of the disturbances related to crime and delinquency is equally true of most other problems which have been classified in the past as child welfare. Consequently, it is not surprising to note that social workers everywhere have begun to give attention to the movement known as adult education. Nor is it accidental that so much emphasis in adult education is placed upon parents. Insofar as social work aims at prevention, parent education becomes one of its most important instruments.

VI. *If, as now seems obvious, private social agencies are to remain as more or less permanent parts of our social structure, what appeals for their continuing support are likely to be effective in the future?*

This question is agitating social workers in all parts of the country. During this economic crisis public social work has expanded beyond all former anticipations. This trend represents a probable shift in our cultural pattern. But it should be remembered that cultural patterns do not change suddenly, and that abrupt alterations are likely to be followed by equally abrupt reactions. It should not be surprising if the vast public expenditures on behalf of social services were to be precipitately withdrawn. The private agencies would then find themselves confronted with an unprecedented challenge.

In the meantime, most adherents of private agencies already realize that significant changes in the total setting of social work will have taken place. They are now concerned with the elementary question of how to validate the existence of such agencies. In short, their appeal to the public is being reexamined. Many have already admitted the "wrongness" of some of the older appeals. It is no longer valid to promote the private agency by informing the public that governmental social workers are "hard" whereas private ones are "human"; nor is it quite fair to insist that private social work is economical while public is wasteful, that private agencies maintain high standards while public ones are representative of universally low standards. These are outworn appeals. And finally, it seems to me that those who ask the public to support private agencies as a sort of insurance investment against so-called radical movements ought now to be called to account. Social work which does not labor actively on behalf of social change does not deserve its title.

If it may be said that the "right" appeal for the private agency is gaining ground, the evidences may be found in those educational movements which emphasize social work as a specialized task for certain types of unadjustment; which interpret the private agency as an experimental laboratory for developing new methods; which interpret private social work as an opportunity for perpetuating the notion of the value of the layman's participation. Some have even gone so far as to recognize the promotion of public social work as one of the appropriate functions of the private agency.

VII. *In our haste to "moralize" industry we are likely to overlook the importance of the consumer in the total economic equation.*

The social worker's contact with the economic problem occurs most frequently at the level of consumption. He is, of course, concerned with production, with wages, and with all other factors in the total situation but he sees the consequences of the economic system most pointedly in relation to the purchasing and consuming function. Our present formula for economic recovery is predicated on the necessity for rising prices. Our economists believe, and no doubt rightly, that reemployment and reinvestment can only come about when prices begin a steady upward trend. The government has insisted that it will promote this movement if industry will maintain decent conditions of work, eliminate unfair competition, and allow workers to organize collectively for purposes of protecting and enhancing their interests. At the same time almost all economists agree that there can be no restoration or perpetuation of economic "health" which is not based fundamentally upon an increased purchasing power on the part of consumers, upon a steadily rising standard of living, and upon the distribution of honest goods.

It is difficult to see how these two objectives may be attained unless some method for redistributing the wealth of the nation is effected. If industrialists wish to sell more goods, they must be content with lower profits. If bankers and investors wish to participate in a more orderly system of production and distribution, they must be prepared to accept lesser dividends. And if those who now possess large amounts of surplus wealth wish to continue to live in an orderly society, they must be prepared to have this unused wealth redistributed (by taxation or otherwise) for consumption purposes. From the consumer's point of view, our present money economy is a liability; the consumer is not interested primarily in money, the symbol of transferable goods, but he is concerned about the goods. It is natural, therefore, that social workers should give evidence with respect to the present crisis in terms of the consumer's situation. It is reasonably to be expected that they will utilize this evidence and their knowledge of the actual situation as parts of a general movement on behalf of the consumer's interest.

THESE seven issues seem to me to have been predominant in the deliberations of this conference. Lively concern was also expressed for such issues as: the new position of the immigrant and the foreign resident; the effects of the NRA upon Negro workers; the breakdown in public-school morale; the emergence of new leadership in social work and in social movements; the sadly-neglected areas of our state, mostly rural, where social services are still wanting; the gaps between school and jobs; some newer problems of health, and the innumerable problems rising as a consequence of the federal government's various programs of relief. Both the old and the new problems were confronted in their turn.

Throughout these dominant and subsidiary preoccupations of conferring social workers, and in spite of the confusions which the situation inevitably produces, there seems to be an encouraging sign of new aggressiveness. Its sources may be traced, I believe, to the dawning assurance that social work is engaged in building a new whole out of fractions which have been hitherto disrelated. The national emergency has at last helped us to relegate our petty personal and institutional frictions to their proper sphere. We are on the road toward social coordination and correlation; we see the social problem as belonging to all citizens, both as cause and as cure; and we begin to see ourselves as collaborators in the imposing task of liberating the American folk from the unnecessary burdens of chronic insecurity and unadjustment. In place of debasing fears there arises a resilient faith.

The Challenge of Red Medicine

By FRANKWOOD E. WILLIAMS, M.D.

Author of a forthcoming book of personal observation: Russian Youth and the Present-Day World

THIS book[1] closes with a quotation from the Rev. Harry Emerson Fosdick to the effect that Russian Communism may be a challenge to our own social system: "What if in the end these atheists in Russia should turn out to care more for building a better social order than we Christians in America do?" The facts gathered from the book would indicate that, so far as medicine and health are concerned, these atheists do care more; the facts are a challenge to the medical organization in every western country, and indirectly, therefore, to the capitalistic organization of society in those countries.

It is an astounding array of facts that the authors have gathered. And neither is a young "idealist," well intentioned but inexpert in gathering facts. Both are mature men with a lifetime of professional work behind them that gives them internationally a deserved reputation in the field of medicine, public health and social work, more especially social medicine. It is doubtful, indeed, if there are two men in the world better equipped for such a study; so far as I know, no two men have the background of international experience of these two. And it is the very fact that this is not an isolated and special study but the latest of a series of similar studies made over a number of years in eighteen countries of Europe, that makes this report of unusual importance. The medical and health organization in each of the eighteen countries has been reported upon separately. In 1932 the more cogent data from each of these studies were gathered together for a single book, Medicine and the State. In this book certain conclusions are drawn in the form of postulates as to what the objectives of a health and medical service should be and what may be said to constitute an adequate health and medical service. It is following this that the authors go to Russia—to make their nineteenth study. It is of interest, too, that in Russia their observations were not confined to Moscow and Leningrad. Careful studies were made in these two cities, but more extensive studies in the cities and towns of Georgia, the Crimea and the Ukraine.

The authors themselves point out that their stay was limited and that their ignorance of the Russian language made it necessary to use interpreters. To the critics who have tried to turn these statements against them to invalidate their findings, one may mark that investigators equipped with a knowledge of the field may learn more in six weeks than others could learn in as many months, and have from their background the means of checking with their eyes information relayed by interpreters. Moreover, objection to the authors' use of official statements and figures can be valid only to those who believe that Russian officials are liars, a point of view wholly inconsistent with the experience of those of us who have had an opportunity to see their consistent regard for fact, whatever its nature.

They do not like everything they see in Russia. One of the side-interests in the book for the reader is seeing them struggling with their English and American moral and ethical sense as they come up against Russian concepts. The anti-religious attitude, the class bias, the exclusion, or at least partial exclusion, from social life of certain groups (they are very fair here) disturbs them throughout, or, at least, disturbs one of them. (The reviewer does not know how the book was written, but he gets the distinct impression that one of them has written-in sentences, sometimes a paragraph, in a chapter written by the other and what seem to be interpolations are usually concerned with

[1] RED MEDICINE: SOCIALIZED HEALTH IN SOVIET RUSSIA, *by Sir Arthur Newsholme, K.C.B., M.D. and John Adams Kingsbury. Doubleday-Doran. 324 pp. Price $2.50 postpaid of The Survey.*

their moral and ethical issues. It is unfortunate that the authors were not as free to understand these issues as they were the medical problems—had they understood, their spirits would not have been so troubled.)

But really no matter. They are studying medical and health organization and from a background of broad experience. They do know a poor from a good hospital or clinic, what constitutes competent medical service, and an adequate medical organization in any particular health field and regardless of their occasional injured moral feelings their professional eyes see and they are eminently fair. (This is meant to be real praise. Not everyone can do this, as we well know. Serious astigmatism, or cataracts in one or both eyes is likely to develop among professionals who visit Russia. The evidence of moral conflict that these authors, or one of them, went through in Russia, makes the more admirable the professional integrity that reports as good what is found to be good.)

Some of their findings may well be mentioned here:

No separation between clinical and preventive medicine.

Each physician is expected to consider the health of his patient not merely as a patient, but as a member of the community whose efficiency, if possible, must be increased.

The physician has been removed from the field of monetary competition.

Private practice probably does not amount to 10 percent.

In each republic there is a unit national system for the entire population.

The great superiority of Russian medicine lies in its unitary arrangements, in the complete avoidance of redundancy or gaps in the city services, and in the special precautions taken to ensure that every patient receives as complete an overhauling as is required.

In towns there is a combination of abundant recreation and sport with a unique system of public health and medicine which in planning and to a large extent in accomplishment is more comprehensive and better unified than any we have found in other countries.

Russia has lagged behind other European countries in medico-social reform; it has remained semi-Asiatic or Eurasian; now with lightning-like speed it has instituted in its best organized cities provisions for medical care for approximately the entire population which are more complete and freer from inhibitions to readily accessible help than holds good in any other country known to us.

An astonishing fact is the vast provision of convalescent homes and sanatorium accommodations, probably larger in proportion to population than in any other civilized country.

Hospitals visited were good; the newest with newest and best appliances.

The medical center in Rostov, in its modern housing and equipment, compares quite favorably with the new medical centers in New York.

The Babies' Hospital and the Hospital for Bone Tuberculosis (Rostov) were certainly among the finest either of us had ever seen.

The medical and hygienic care of mothers and their children has filled us with admiration and wonder that such good work, scientific and advanced work, should be undertaken and successfully accomplished in a period when the finances of the country are at a low ebb.

For "open" tuberculosis in towns there is institutional treatment of approximately 100 percent of the cases. Before the Revolution there were 350 beds for tuberculosis in the whole of Russia, now 35,000, and in addition some 12,000 beds in day and night sanatoria.

In Tiflis all school children are screened and an x-ray photograph is taken in suspicious cases.

In Moscow the rate of syphilis has fallen from 57.75 per 10,000 population in 1927 to 31.0 in 1931. It is hoped to "liquidate" syphilis as a mass phenomenon before the end of the second Five-year Plan. A similar fall in the rate both of syphilis and gonorrhea is reported for Rostov.

The reduction of morbidity in Soviet Russia has been general, and in the case of certain acute infectious diseases must be termed sensational.

We could scarcely evade the question: Does the Soviet organization . . . assist to an exceptional extent a complete medical and hygienic service for the entire community? To this question we can give at once a definitely affirmative answer.

THE book covers a wide range. From their earlier studies the authors had become convinced that "national health is a function of society" and they found further confirmation of this on entering Russia. They began, therefore, as one must, by studying Russia and Russian social organization. Fortunately for the reader they have included this material in their preliminary chapters, for the reader, too, must have this before he can understand what follows. There are excellent, if brief, chapters on, The Background of Russian Life, Russia's Travel Towards Communism, Stages in the Introduction of Communism, Government in the USSR. There are further chapters on industrial conditions and health, agricultural conditions, religious and civil liberty and law, home life, recreation, clubs, education, the position of women, children and youths, marriage and divorce, all intricately wound up with health and as important in planning for health as hospitals and clinics.

A chapter is given to maternity care, another to the Problem of Abortion (here morals enter in and the authors are a bit skittish), to social insurance, public health and medical administration, Russian medical history and the training of doctors (the latter part of this chapter is inadequate both in data and method of approach; as morals entered into the chapter on abortion, one feels that preconceived notions have entered into the discussion of medical training; the tendency is to deal with the problem as an abstraction rather than as a reality with which the Russians are faced—but it must be said at once that this tendency, so fatal to any discussion of Russian problems, is a definite exception in this book). There are chapters on tuberculosis and on the treatment and prevention of venereal disease.

There are really two concluding chapters, one medical and the other moral or ethical, evidence again of the conflict that has been going on from the beginning. Summarizing their medical observations, these are judged by two standards known to us. First by the maladjustments in the provisions for medical care in America as reported by the Committee on the Costs of Medical Care. The result is generally favorable to Russia. Finally, and most strikingly, against the postulates developed by one of the authors as a result of his previous eighteen studies:[1] "Measured against the postulates . . . it would seem fair to conclude that Soviet Russia has at least in many respects come nearer to fulfillment of these postulates than any of the other countries studied by us or of which we have knowledge." To understand the full force of this statement one must be familiar with the postulates, which, indeed, are but common sense standards to which all would agree with lip-service but which in our practical world seem like

[1] The studies of the relation between the official and private practice of medicine made in eighteen European countries were conducted by Sir Arthur Newsholme individually and the final volume Medicine and the State in which he discusses the philosophy of the present-day practice of medicine is the product of his pen alone.

dreamy ideals to be discussed at uplift conventions. Yet to Russia they are not apparently dreamy ideals but obvious common sense and starting with practically nothing (no doubt an advantage but far from the full explanation) she has in a few years, according to our authors, come nearer to attaining these standards than any other country with its hundreds of years of social and medical organization. But as this book makes clear, this is a social rather than a medical challenge. It is not that the physicians of Russia are a higher-minded group than the physicians of other countries. The social aim, of which medicine is a part, is different in Russia than in other countries. It is the social aim in Russia that makes this medical advance possible and it is the contrary social aim in other countries that makes this medical advance impossible. This is the crux of the whole matter and until it jabs us and gets under our skin like a sharp pin or a chair full of pins and forces us to move, we are "just messin' round" and can continue to pile up on the shelves hundreds of "reports" on medicine this, that and the other.

The final conclusions are ethical and moral and what can one say? Although it has been apparent that a moral conflict is troubling at least one of the authors this reviewer was not prepared for a paragraph to be found in the last chapter in which a statement is made that will seem so obviously true to most people and yet is so confused that it is obvious that something very vital in the spiritual life of Russia was missed.

> If everyone's character were impeccable, if personal motives were never allowed to conflict with communal interests, one could anticipate a successful future for Russia and its vast experiment in enforced idealism. [Can one speak of the ideals of Russian youths or of Russian workers generally as "enforced"?] But we live in the actual world [Are we any longer so sure that we do?], with its conglomerate assembly of conflicting, multifarious, and self-centered interests, [How aroused, how aggravated, how maintained?] in which pure altruism plays a relatively insignificant part. [And why? Is not spiritual growth and service as intricately wound up with social aim and organization as medical development and service—the latter the authors have taken pains to emphasize; "national health is a function of society;" why not also spiritual health?] Can Soviet Russia seriously expect to develop *a higher standard of morality than Great Britain or the United States?*" [Italics and brackets mine.]

But, again, really no matter. Such statements are like unimportant parentheses in an eminently valuable piece of work. The professional task the authors have set for themselves has been well done and the result is a book that anyone interested in Russia, or medicine, or social work will need to read.

What About Mothers' Pensions Now?

By GRACE ABBOTT
Chief, U.S. Children's Bureau

SOME three hundred thousand children, most of them fatherless and all of them dependent, are being supported by mothers' pensions or mothers' assistance funds. This is by no means the number of such children needing or legally eligible to receive assistance under existing mothers' pension laws. It is, perhaps, not more than half the number that would receive this type of aid if appropriations were adequate. In many states there are long waiting lists, and in some only a few of the counties have ever taken advantage of the permissive state laws. But from 1911 to 1931 the trend was progressively toward acceptance of the principle of mothers' assistance funds, both by state legislatures and by county commissioners, so that in 1921, ten years after the first law was passed, at least some kind of mothers' pensions were being granted in some 1100 counties in 40 states, and by 1931 in approximately 1600 counties in 45 states.

Provision for the use of the budget system to determine the amount of the assistance needed instead of a maximum amount specified in the law, while still far from universal, was becoming more general and allowances more nearly adequate. Fifteen states now share in the costs of these benefits to mothers, so that better as well as more uniform administrative standards are being developed. While progress toward these objectives was discouragingly slow in some states and accumulating evidence of the need of a state equalization fund to be administered by state departments of welfare was ignored in many, on the whole the movement to give security in their own homes to this group of children had made great headway up to 1931.

For the first three years of the depression, these gains, which had been made through the years, were maintained, but during 1933, for the first time, considerable ground was lost. At a conference on the Present Emergencies in the Care of Dependent and Neglected Children, called by the Children's Bureau in December of last year, state officials reported that 33 counties in Michigan, 10 in Illinois, 6 in Wisconsin, 4 in Pennsylvania, and 2 in New York had discontinued mothers' allowances. That is, in these and a growing number of counties where pensions were formerly granted, no appropriation has been made this winter and the mothers' assistance families have either been uncared for, or have been placed on poor relief or on the federal-state relief rolls. While the number of these "defaulting" counties is as yet small, it is impossible not to conclude that the movement will spread unless definite effort is made to acquaint the public with the value of this form of assistance.

Why should these mothers and their children not be sent to the emergency relief offices? In answering this question, we ought to reexamine the social basis of mothers' pension legislation, its history and the grants now being made. Many will recall that from 1911 to 1915 it was repeatedly pointed out by proponents of this type of legislation that the care of dependent children in their own homes was to be preferred to care in an institution or a foster home, and that such care was not only better, it was cheaper also; that while many such families were being kept together by private charity, the support given had frequently been uncertain and inadequate even in large urban centers and was usually not available at all in smaller cities and rural counties; that often neither poor relief nor private charity was available to a mother who was able to work and for whom employment could be secured. As the unskilled mother could not earn sufficient to support her children

and at the same time provide adequate supervision for them, the result frequently was that assistance became available only *after* instead of *before* she had broken down under the double burden of wage-earning and homemaking and the children had become demoralized or delinquent.

Mothers' pensions were to end that policy. Their enactment constituted public recognition of the fact that long-time care must be provided for these children whose fathers were dead or incapacitated, or had deserted; that security at home was an essential part of a program for such care, and that this security could be provided for this whole group of children only by public provision for care in their own homes. Mothers' pension legislation was to give dependent children the same kind of security, by the same general method, as is now being sought for the aged in old-age pensions. It was passed during the period of reliance on the local unit for all social services. Since that time the necessity for a larger taxing unit has been demonstrated; state equalization funds for education have been provided in state after state; the old-age pension laws of recent enactment in Michigan, Maine and New York provide for state payment and a cooperative state and local administrative scheme, and unemployment relief has required federal as well as state assistance.

The small, local taxation unit relies on a property tax, and during this depression many counties and towns have been unable to provide support for education, health and social welfare.

IF proper provision for dependent children is to be made, it is essential that various types of services be available. Provision of home relief for the children whose parents are unemployed or for some other reason are temporarily destitute, has absorbed public attention. The maximum number of children cared for under the federal-state unemployment relief was about six million. Their needs, because of the numbers involved, should be the first claim on our resources. But for an unascertained number of these children on emergency relief, long-time care will be necessary. No report has been made as to how many widows' families or how many permanently incapacitated fathers are on federal relief. Hence we do not know how many of these six million children should be transferred to the mothers' assistance funds and their parents or parent not counted as among those we can expect to become self-supporting in the near future.

The relief census showed more than a half million over sixty-five years of age on relief, but the number who are widowed mothers or for some other reason belong in the mothers' pension group is not available. We know, in general, the reasons why these mothers' pension families have not been transferred to mothers' assistance funds. First, mothers' assistance funds are inadequate for the load they are already carrying. Second, because federal funds are available for temporary relief (how temporary we do not know) and not for long-time care, everyone has been dealt with on an emergency basis. The necessity for caring for these pension families, at least on federal funds, has been regarded as temporary only. One thing certain is that the standard of care for this group of children has declined sharply in many counties during the past year. For example, in 1933 as compared with 1931, the numbers of families cared for on mothers' assistance funds in New York State increased 26 percent and the appropriations, 1.8 percent; in Indiana the increase in families was 23 percent, in expenditures 1.4 percent; in Oregon the increase in families was 20.6 percent and the decrease in expenditures was 4.1; and in Rhode Island a 19.1 percent increase in families is reported with a 3.8 percent increase in funds.

Reports to the Children's Bureau for the Social Statistics Registration Area show a decrease of 4.7 percent in the amount of mothers' aid funds and an increase of 6.4 percent in the number of families receiving this kind of assistance between 1932 and 1933. Back of this average are communities which have maintained budget standards although they have accepted more families, but what has happened in many cities, social workers will understand from the following percentages of change between 1932 and 1933:

Area	Percentage—Increase or Decrease: Amount of funds	Number of families
Berkeley	+ 5.0	+16.8
Chicago	−22.4	−22.6
Wichita	−23.3	−14.9
Boston	+17.6	+25.3
Detroit	−17.6	+ 4.1
Omaha	−21.3	− 1.8
Rochester, N. Y.	+ 8.3	+25.2
Utica, N. Y.	+ 6.3	+22.4
Seattle, Wash.	−22.3	−19.3

The number of families does not tell the whole story, because in many families where there are older relatives and children who are above pension age but who are nevertheless unable to secure work, mothers are trying to make the pension grants meet the needs of the entire group. As a result, younger children are insufficiently fed and families which, under the pension system, were able to meet their obligations regularly are piling up debts. In some areas those who should receive permanent care during childhood have not been forgotten in the avalanche of emergency care. In these, standards have been maintained and occasionally raised.

In theory the assistance given the mothers' pension families was to be sufficient to insure that their resources were adequate for food, rent, clothes and a very small allowance for recreation, medical care and so on. But in many places "mothers' assistance" was, in fact, only supplemental relief and the mother worked outside her home or private societies assisted, or by means of both she kept her family going. The depression has dried up these other sources of supplemental aid, and with reduced public grants and work not available, conditions have gone from bad to worse, especially since 1932.

We, that is, organized society, will have to pay eventually in perhaps arithmetical or even geometrical progression for our failure to bring security and stability to the care of these especially disadvantaged children. It will pay for its failure, also, to provide for foster care for children now being cared for in demoralized homes on emergency relief; for not making long-time plans for the forlorn youngsters left stranded through one cause or another who are now being cared for in the home of this or that relative who is receiving unemployment relief and finding it inadequate for the needs of his own children. Whatever the plight of the children of the unemployed may be, these whose fathers are dead or whose parents are worse than dead are peculiarly unhappy children. The community will, of course, care for them after some fashion. But we have studied the end results of poor, haphazard care sufficiently to know the costliness of the failure to meet the needs of these children adequately.

Publicity, Sweet and Sour

By GERTRUDE SPRINGER

What can the worker do when:

She finds that a family whose privacy she has cherished has told its troubles to a sob-sister reporter and cheerfully posed for sensational photographs?

A pitiful and not very true letter to a newspaper brings a family a shower of money, food and what-not, and a swarm of sympathetic visitors?

Other families, observing their neighbors' good luck, decide to try their hands at letter-writing?

BEFORE she even had her rubbers off Miss Bailey saw the tabloid on her desk with its big black headline, My Babies Must Not Starve, Says Desperate Mother. One rubber on and one off she took in the smudgy picture of a woman drooping over a kitchen-table, one child in her arms, four more posed stiffly around her, their unbelievably lugubrious expressions made a little comical by the cock of curious eyes toward the camera. Below, with no dearth of adjectives, was the story of brave little Mrs. Robinson and her gallant struggle for her kiddies to whose bitter need a whole great rich city had been utterly callous and cold.

"Very heart-breaking if true," Miss Bailey told herself, "and I'll know more about that before the day's much older."

It was exactly fifteen minutes older when Miss Taylor came in. "It's one of my families Miss Bailey, and I suppose I'm to blame. I never imagined! I actually saw the photographer. I was going in with the grocery order as he came out. Mrs. Robinson said a friend had sent a man to take a picture of the children, and I thought it was funny that she hadn't slicked them up a little. But this story just isn't so. There isn't a word about the help she's had regularly for eight months. And what about her husband? You wouldn't think she had one. Yet he makes enough to pay the rent. Why didn't she tell that? Do you suppose she really likes this kind of publicity?"

"Well, she got her picture in the paper, and that's something. And look at this." Miss Baily spread out the page. "Why should we expect Mrs. Robinson to be more discriminating than these bathing ladies at Palm Beach who share honors with her? It's all of a piece. As for the truth, we don't know what she told the reporter and what the reporter left out—it's a much better story without a husband and a weekly food order. Let's give her the benefit of that doubt."

"But I've been so careful about their privacy," Miss Taylor all but moaned.

"Of course you have, and you'll keep right on being careful. That's your standard and you stick to it. Theirs is different, that's all. And remember that for every Robinson family there are a dozen that cherish their own privacy."

"But what can I do? What can I say to her?"

"You don't have to say anything. You might drop in there sometime today just to get the lay of the land. You'll probably find the place full of excited neighbors and Mrs. Robinson having the thrill of a lifetime. Before the day is over she'll have limousines at her door with fur-coated ladies climbing her stairs with baskets of food. She'll probably pick up quite a little change too. But this is no moment to be censorious. Let Mrs. Robinson do the talking. She'll have plenty to say to you. A little later when the first fine flush is over you may be able to talk to her about it and show her how unfair this all is. But this isn't the day for that."

"But if they do get money and a lot of food supplies from this, do we go right on with relief as usual."

"Maybe yes, maybe no. Circumstances will decide that. Perhaps you can get Mrs. Robinson to see her takings as a part of the budget, like her husband's earnings, with relief adjusted accordingly. If she doesn't see it that way you'll just have to use your common sense, trying not to make a mortal enemy of her and making sure that the children do not suffer. But in any case let the excitement subside before you begin to pick up the pieces."

SOONER or later most relief workers undergo disillusioning experiences with families that take their publicity where they can find it. Seasoned workers have learned that this is just one of those differences in people which is the essence of case work. But workers of less experience, impressed by their supervisors with the obligation to protect the client's privacy, are apt to turn a little sour after a family or two has enjoyed itself in painting a public picture of its own distress, high-lighted with half-truths.

"Why can't we take human beings as we find them and not hold it against them when they aren't what we think they ought to be," commented the supervisor of a city district whose hair has grown grey in dealing with the justly famous human race. "There's no use trying, under the stress of mass-relief methods, to make people over, and there's less use still in trying to discipline them into our patterns of conduct. Most families value their own privacy and shrink from exploiting themselves. Some few love to lick their wounds publicly with a collection-box conveniently located. Unless a new worker is able to see how unimportant these few are she is in danger of letting them harden her attitude toward the great majority. Publicity seeking is a matter of individual conduct which has nothing to do with eligibility for relief and is only a problem to the worker if she takes it on.

"Of course if the publicity is noticeably profitable, as it often is, the worker should take it into account as a resource and deal with the relief arrangements accordingly. But this must be done without emotion or recrimination. If the worker 'gets mad' she may find the publicity bouncing back on her.

"There have been a few instances when families have made such a good business of publicity that we have cut off relief entirely. But sooner or later we have been sorry. Publicity of that kind doesn't last long and when the family has

to turn back to relief it is apt to be much more difficult to work with than if we had kept the relationship open. It isn't necessary to approve their performance in order to maintain contact. We say: 'You are very short-sighted about this, Mrs. So-and-So. Do you realize what it may do to your children? You don't want them to grow up into beggars, do you? But it is your business and you'll have to run it your own way.'

"The children are of course the natural means for keeping contact. They need us more than the children of sensitive parents, for if they are exploited once they will be exploited again, and it is up to us to stand by and do what we can, little as that may be."

The pictorial outlet for the publicity urge is practically limited to big cities with sensational papers. But any newspaper in any city, big or little, may serve as an outlet to the ready letter writer.

"I don't see so much difference between the case appeals we send to the papers and the appeal the client makes for himself," said a worker in a small mid-western city. "We both depend on the same emotional touch and his appeal, being direct and personal, usually pulls better than ours. In fact I think they learn from our little ways. I recall a woman who wrote to the paper to ask for a baby-carriage. She got three. When I was very high-minded with her about the publicity she showed me two clippings over my own name—one in which I had asked for a wheel-chair for a shut-in, and the other in which I had thanked the paper and the dear public for sending me four wheel-chairs. Now I ask you, who taught that woman the trick? She didn't grasp the fine point involved—what she wanted was a baby-carriage and she got it.

"I don't think there's a thing the relief worker can do about a family that chooses to take its case to the public. But she cannot, in my opinion, ignore the cash and kind that such an appeal brings in, even though it puts her in a ticklish place. We have to remember that the public generally does not share our revulsion toward begging and that if we don't watch our step we'll seem to be begrudging the family what it, and most other people, see as a piece of good fortune. Whatever we have to say to the family should not be said in the presence of a crowd of neighbors. No two people ever hear a thing the same way and you'll have just as many versions of your remarks, however well chosen, as you have listeners. Best therefore make them to one or two people, presumably responsible, picking a calm moment if you can find it,—and then keep still.

"The substance of those well-chosen remarks depends entirely on the kind of family you are dealing with. We make the point that agency relief is a supplement to other resources, and that this help which the family has brought in by a method of its own choosing is to us just another resource. It's perfectly useless to try to find out how much of a resource it actually is, but we are usually able to size it up, giving the family the benefit of the doubt and remembering that the future relationship is more important than the incident of the moment. We state plainly what we propose to do in temporarily reducing agency relief and we refuse to argue. It's dictatorial of course but there are times when we have to take a stand."

PROFITABLE publicity is apparently contagious, one case brings on a whole epidemic among those who observe it.

"But we don't have to worry about that," said a worker in an upstate New York city, "for the disease seems to bring its own cure. One first-person sob-story is news. A dozen are not. Only the other day our evening paper printed a letter from one of our families that would have wrung your heart if you hadn't happened to know the whole story. The usual thing happened and our well-meaning public practically took over the case. The young worker was terribly concerned—said she was sure at least a dozen families in that block would write to the paper. And they did—eighteen of them to be exact. The next day the city editor called me up, 'What shall I do about these families?' he asked. 'We can print a letter once in awhile, but not eighteen at a shot. Can't you people do something for them?' 'Can, and will, and probably have,' I answered. 'Send the letters along and every family in the lot that needs help will get it within twenty-four hours, and we'll give you a report on the job.'

"All but two of the families, we found, were getting relief as adequate as we could make it, and those two were not in any sense eligible. More than half the letters were written by children and the parents were in no way responsible. There is nothing so salutary to a begging letter-writer as to have an agency representative appear in answer to his appeal. Therefore the best place to scotch an epidemic of begging letters is at the outlet. The source will then dry up."

Most supervisors encounter publicity-seeking clients just often enough to know what tricky questions of public relations they may raise. "If a client is so constituted that he enjoys parading his intimate troubles there is very little we can do about it. Any effort to discipline him will involve us with the public and get us nowhere. We cannot threaten families who are impressed with the profits of publicity but we can try to make them see how ephemeral is interest so aroused and how impossible it is for the newspaper to remain a constant friend, week in and week out.

"Of course the only real check is in the intellectual conviction of the newspaper itself that it is more creditable to assure itself that the established community agency is functioning effectively and then to stand behind it than it is to lend itself to the publicity seeker. But you can't give a newspaper that conviction by wishful thinking. It comes from a faith that is rooted in works. When you find a newspaper that hasn't that conviction we probably have only our own sins, not all of them past, to blame. All we can do now is to deal frankly with the papers and to seek to merit their confidence. When it comes to the families, we must give them the benefit of the doubt and not let our irritation with the insensitive few color our relations with the sensitive many."

OUT of the every-day experience of workers, dealing with human beings caught in the web of mass relief, The Survey has drawn a series of articles of which this is the thirteenth. Supervisors all over the country have contributed to the discussion of the situations, all of which are bona fide. Eight of the earlier articles are now available in a pamphlet, Miss Bailey Says . . . (30 cents postpaid from The Survey). Articles to come, Nerves, and When Families are Set in Their Ways.

THE COMMON WELFARE

The Code of the Canners

THOUGH Florence Kelley is no longer here to lead it, the Consumers' League continues to fight the old fight against exploitation of workers by the canning industry. The present battleground is the conference room of the code makers in Washington, where the canners are urging standards of hours, wages and management for themselves which, the Consumers' League of New York maintains, violate the basic principles of the recovery program—increased purchasing-power and reemployment.

In a memorandum analyzing the code, the Consumers' League charges that the canners' code will neither raise wages nor lower hours, in an industry where a work week of 70 to 90 hours is frequent and where substandard wages prevail. The League holds that:

> The proposed minimum for piece workers would mean in the South a wage of 12 cents an hour, which is an entirely un-American wage, whether the worker receiving it is white, yellow or black. . . . We must admit however that we know of many canning plants in New York where a wage of 7 cents an hour was paid recently, and we know of one community where decent, white, American-born women struck for an increase of 2½ cents an hour over their wage—if one may call it that—of 5 cents an hour.

The code provision for somewhat higher rates in cities of more than 350,000 population the League calls a "joker," since "there is not a city in New York or New Jersey where canneries are located large enough to come within the 350,000 population division."

In its hours' provisions, the code as submitted sets a maximum 40-hour week but enumerates nine exceptions which, the Consumers' League points out, "would remove from all regulation of hours every worker engaged in the actual processing of food."

Elinore M. Herrick, labor advisor to the deputy administrator, has offered a code which sets a minimum wage of 30 cents an hour for the northern area, 27½ cents for the middle area and 25 cents for the South, with time and a half for the carefully regulated overtime permitted in the rush season for perishable products. This code requires that labor be represented on the code authority.

Strengthening the Codes

SUGGESTIONS for reinforcing the labor provisions of the codes and for their more adequate enforcement were drawn up by the second annual conference of the National Labor Standards Committee, called by the National Consumers' League and participated in by representatives of more than seventy organizations. In resolutions adopted at the close of the all-day session, the group pointed out that "the inclusion in a large number of codes of regulations designed to give greater flexibility in wages and hours is tending to break down the normal standards for the industry which the framers of the codes themselves were most anxious to have preserved." For this reason, the conference held that all future codes conform to, and present codes be amended to conform to these six provisions: in codes fixing a minimum wage under $16 a week, no deductions for "learners" shall be permitted; elimination of "average" hours over a period of weeks, substituting a limited amount of allowable overtime, to be paid at the rate of "time and a half"; no wage differential based on sex or race; the elimination of industrial homework; no exceptions to codes permitting lower labor standards than those established by the labor law of the state where the exception is sought. The conference also urged that every code authority include representatives of consumers and of labor.

On the question of compliance, the conference urged that state labor departments which conform to standards to be established by the federal government be given federal authority to make regular inspections of business and industrial establishments operating under NRA codes, including scrutiny of payrolls and other pertinent records. It was further suggested that the labor provisions of the codes be kept posted in all work places and "that labor be equally represented with employers on every code body which is concerned with enforcement of the labor provisions of the codes."

Social Workers Strike

NEW YORK had its first strike of social workers recently when the Association of Federation Workers, which includes some 500 of the 4800 employes of agencies affiliated with the Jewish Federation, called on its members for a two-hour "stoppage" of work as a protest against their employers' failure to restore pay to 1931 levels. Accumulated cuts since 1931 have ranged from 7 to 21 percent. Workers from forty-eight of the Federation's ninety-one constituent agencies joined in the protest, some agencies being affected more than others. In every case a skeleton staff remained on duty. It is said that many individual workers whose own pay had been little affected if any "went out" in sympathy.

The strikers proceeded to the Manhattan Industrial School where Mary van Kleeck of the Russell Sage Foundation was to have addressed them. Kept away by illness she sent a written statement commenting on the situation of the group as "of fundamental significance for the whole program of social work," and expressing her opinion that "your action in forming a workers' union and in acting in defence of your standard of living is a contribution to social work." The meeting endorsed a telegram previously sent by the executive committee to Judge Joseph M. Proskauer, president of the Jewish Federation, which stated its "right to demand" restoration of salaries and the resumption of regular increases. Judge Proskauer's earlier answer had been that, until a tentative budget was framed—a matter of several weeks—it was impossible to determine salaries. This the executive committee of the Association took as tantamount to a refusal to meet its demands. All workers returned to their posts the morning after the protest meeting.

The annual campaign of the Jewish Federation has for three successive years fallen short of its goal. The last campaign had a goal of $4,200,000 which included provision for deficits acquired in 1933 by constituent agencies.

It obtained about $3,175,000, barely enough to balance the original 1933 budgets, already trimmed down, with nothing to apply to the overhang.

Who Are on Relief

LITTLE by little, as returns from the FERA relief census are tabulated, we begin to see more clearly just who are these millions of Americans dependent on a relief dole for their existence. We have learned that more than two fifths of them are children under sixteen, and that Negro families appear on the relief rolls in numbers out of all proportion to their incidence in the general population. Both of these facts are easily explained—the family with many children goes down under the strain, the Negro is admittedly under-privileged economically. But no one has yet explained the large proportion of non-family persons (one-person families in census terminology) who are on relief. They constitute 13 percent of the whole number of relief families, although, the country over, they comprise only 8 percent of the population. In the state of Minnesota they amount to 24 percent of the relief families, in St. Paul to 30 percent, in San Francisco to 43 percent. Chicago's one-person families account for 20 percent of the count of relief families, a fact which throws into sharp focus the miserable provision which that city makes for its resident single men, described elsewhere in this issue by Wayne McMillen (see Single Blessedness, page 74).

The number of males on relief exceeds females in practically all age groups except in that between 25 and 34 years of age where, in urban centers at least, women predominate. There are not as yet any comprehensive figures on non-family women on relief though there are indications that the findings of the Philadelphia study (see Women Without Work by Earl G. Harrison, page 73), reflect a general condition in large cities.

Homeless men in New York have had a little better deal this winter than formerly, though it is still nothing to brag about. Three meals a day instead of two are now served at the Municipal Lodging House and a nearby armory has been opened for day-time shelter. More important, the Department of Public Welfare has given a general overhauling to the facilities for the care of the homeless, has ironed out confusions between public and private effort and has established a new bureau to see the job through.

School Planning

NATIONAL planning applied to the schools was urged by the Joint Commission on the Emergency in Education in its report to the Department of Superintendence of the National Education Association, meeting recently in Cleveland. The report points out that more than 150 organizations, including many teacher groups, have completed or are now making surveys and studies of school management, school financing, curriculum, unemployed youth, and related questions. The commission holds that the recommendations based on these inquiries should now be integrated into "an American plan for educational reconstruction." Such a plan, the commission submits, requires federal aid as a permanent factor in school support, and should be based on:

the principle of a national minimum or foundation program for every child, whether he happens to be attending school in Maine, Florida, Arkansas or California. This national minimum educational opportunity should be financed jointly by the nation and the states, according to their tax-paying ability.

Forestalling those who would raise "the bugaboo of federal control," the commission argues that there is no more reason to fear interference with local autonomy from federal than from state aid. As safeguards, it proposes that "a readily determinable and objective basis" be established for federal grants, and further that the federal government "refrain from writing into the law features which directly or indirectly involve control."

Reports of committees of superintendents which have been working on emergency school problems for the past six months made preliminary reports showing that school systems in general have receded to the 1924 level of expenditure and to the 1913 level of capital outlay. The five outstanding methods of cutting school costs have been: decreasing salaries, increasing teacher load, eliminating teachers, reducing free textbook supplies, reducing operating and maintenance expenses.

New York's Health Districts

ESPECIALLY in the light of the disastrous curtailment of public-health activities in many cities and states, it is exhilarating to hear that New York City at last is to go ahead with a plan realizing hopes and efforts of the past twenty years. The Department of Health is to have a new Bureau of District Health Administration with Dr. Margaret Witter Barnard as temporary director pending civil-service examination. In each of seven districts which are "sore spots" in city health there is to be a full-time district health officer. District programs will coordinate official and voluntary agencies cooperating with the local medical profession. The new program extends to other parts of the city the benefits of experience gained through the East Harlem Health Center Demonstration, inaugurated twelve years ago by Mayor—then Congressman—LaGuardia, and carried on by the cooperation of private and public health agencies, organized medicine, and social agencies; and in the Bellevue-Yorkville District, where there has been seven years' experience in the development of administrative procedures for district health work. It has the benefit of the studies carried during the past three years by the Department of Health, with the assistance of the Committee on Neighborhood Health Development, the Coordinating Committee of the five County Medical Societies, and the Division of Public Health Activities of the Milbank Memorial Fund, and the special interest of the administration. Surely omens hardly could be brighter for a long-needed progressive step to safeguard public health under the especially difficult and complicated conditions of the metropolis.

Cross- and Counter-Currents

A LITTLE more than a year ago two hospitals near Philadelphia gave up plans for service to groups of wage earners on payment of an annual fee when the Philadelphia County Medical Society threatened to expel any doctor on their staffs who might participate in this "contract medicine." Yet a few weeks ago a considerable number of Philadelphia doctors, assembled in the impressive Irvine Auditorium of the University of Pennsylvania, heard that the principle underlying such plans had been endorsed not only by the American Hospital Association

but by the State Medical Societies of New York and New Jersey, the Academies of Medicine of Cleveland and Washington, and—as a part of more extensive programs—by the State Medical Associations of Oregon, Washington, California and Michigan. The occasion was a conference called by the American Academy of Political and Social Science and the College of Physicians of Philadelphia. Its subject was The Medical Profession and the Public: Currents and Counter-Currents. Perhaps there should have been added "cross-currents" as well. In an address which will be published in an early issue of Survey Graphic, Michael M. Davis, director for medical services of the Julius Rosenwald Fund, told of efforts made by the American Medical Association to block plans of local medical organizations to make medical service more accessible and less burdensome in cost by means of organization; and told also of the extensive and effective programs actually under way, led by medical societies who have ignored the stand of their national association. Dr. Morris R. Fishbein, editor of The Journal of the American Medical Association, declared that he had had complaints that the Philadelphia meeting was "stacked against the medical profession." But the prevailingly liberal speakers of the occasion were invited by an organization representing Philadelphia's medical leaders.

In view of their interest and the medical interest and action detailed by the speakers, it seems evident that if "stacking" there is, it is the result of the slow but sure processes of social progress, shared and led by forward-looking groups of the medical profession itself.

Nurses and the Eight-Hour Day

A BILL in the New York State Legislature which would limit to eight consecutive hours the work of nurses in public hospitals and other hospitals supported in part by public funds "has drawn the opposition" of the United Hospital Fund of New York City, to quote that organization's news' release. Opposition is based on the score of expense, since the voluntary hospitals already are laboring under heavy deficits, and on the grounds of difficulties of hospital administration. In the present welter of confusion and difficulty as to hospital financing, expense of the full-time salaried staff must be a serious consideration, but can any way out disregard the well-being of the very workers on whom depends so large a part of the hospital's effectiveness? Insofar as private-duty nurses are concerned, a recent progress report of the American Nurses' Association finds that the eight-hour day is functioning in parts of a third of the states and has been under discussion in every state. Replies from forty-eight nurses' associations which have had experience in this field show an overwhelming preponderance convinced that the shorter day is satisfactory and has spread work. The nurse working a shorter day for a smaller fee is likely to earn as large a monthly income as before because she has more days of work.

The questionnaires showed that in a few benighted areas private-duty nurses still are working twenty or even twenty-four-hour days in hospitals. Once it was believed that anything less than that made for administrative difficulties. Yet in California, where a state law limits hours to eight a day and forty-eight a week, the Committee on the Grading of Nursing Schools found that hospitals "manage very well." "Once the idea is accepted, it is relatively easy to administer." The introduction of the New York bill answers a prophecy expressed by that Committee last summer: that unless nurses' hours are shortened voluntarily, the step may become a matter of state legislation, pressed, as in California, by organizations interested in the welfare of women. It is not so many years since we heard that expense and difficulties of administration made it impossible to have anything less than a twelve-hour day in the steel-mills.

Ratify the Amendment

THOUGH the language is different, the arguments put forward by President Nicholas Murray Butler of Columbia University and by the National Committee for the Protection of the Child, Family, School and Church, opposing the ratification of the federal Child Labor Amendment are remarkably alike. Dr. Butler holds that "this most objectionable amendment" violates "the historic rights of our states and local governments as well as those of the family." He fears that if the amendment were adopted,

> The Congress might then send federal agents and inspectors into every home, every family, every school and every church in the land, to see what anyone under 18 years of age was doing and whether he was doing anything which the Congress, under authority of the amendment, had either limited, regulated or prohibited.

In less scholarly language, the committee urges that "No law of man should attempt to set aside the law of God, which places upon mothers and fathers the solemn responsibility for rearing the child."

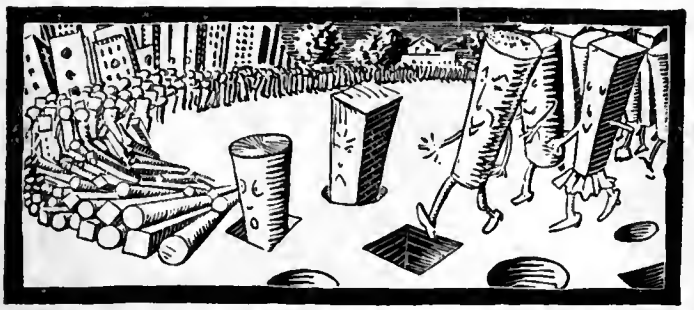
Both Dr. Butler and the committee hold that child labor is being satisfactorily dealt with through state action. Both overlook the fact that though the states have been trying for 100 years to regulate child labor, progress has been slow and uncertain. George Hastings, former extension director of the White House Conference on Child Health and Protection, points out:

> Some states still fall far below others in the amount of protection they afford. In these inequalities there is grave injustice. There is injustice to children in states with low standards because they are deprived of equal opportunity with others for health, education and immunity from injurious labor. There is injustice to employers in states with high standards, since they compete with employers whose labor costs are low because it is child labor.

Twice federal child-labor laws have been declared unconstitutional, and yet the need for nation-wide regulation was dramatically shown by the inclusion of anti-child labor provisions in the codes of fair competition. But, as Courtenay Dinwiddie, secretary of the National Child Labor Committee, points out, "There is no way of preserving the gains after the expiration of the codes in 1936 except through ratification of the child-labor amendment."

A recent statement by President Roosevelt cuts through legalistic argument and sentimental appeal by forces opposed to the proposed measure:

> Of course, I am in favor of the Child Labor Amendment. A step in the right direction was achieved by demonstrating the simplicity of its application to industry under the NRA. Those connected with industries which had been the worst violators, were the first to see the wisdom of that step. It is my opinion that the matter hardly requires further academic discussion. The right path has been definitely shown.



SOCIAL PRACTICE

What Camp Behavior Means

WHEN it found the usual observational, narrative reports of camp behavior of little value in adding data for future treatment of pre-delinquent boys, the Big Brother Movement of Toronto, Canada, 90 Albert Street, set itself to evolve a method of objective statistical reporting the result of which is now offered in A Camp Behavior Survey by Oliver L. Austin of the Big Brother Movement, in collaboration with Kenneth H. Rogers of the Department of Psychology, University of Toronto, and George W. Anderson, psychiatrist of the Toronto Juvenile Court. The measurements of behavior which it proposes were developed from five years' experimentation with boys, more or less socially disturbed, in a specific controlled situation, the summer-camp period, and are designed as an accessory to clinical study.

The rating scale of behavior is built on a "perfection norm" so that scoring indicates how far the boy deviates from the ideal and the precise nature of the deviation. Terms are exactly defined and categories of behavior so divided as to afford measurement in terms of frequency and reaction.

Mr. Austin and his associates do not offer the method as a short-cut to diagnosis or as providing a complete clinical picture, although, says Mr. Anderson, "for one who understands the terminology and the scoring, this camp report alone, with no other clinical data, will give a very fair estimate of the type of boy and in a general way of his background and problems."

Thanks to CWA

EVEN if CWA and its sister, CWS, fold up their tents in May the New York League for the Hard of Hearing will, through its aid, have realized one of its dearest hopes, a city-wide survey of the hearing of 600,000 elementary-school children, with treatment facilities for those whose hearing is found to be impaired. Some 250 unemployed school teachers on the eligible list have been assigned to the League for training as audiometer technicians for the purposes of the survey and as teachers of lip-reading. The cooperation of fifty otologists has been secured for medical examinations when they are indicated and the League's own clinics will be expanded to provide necessary treatments. When the impairment is beyond treatment, lip-reading will be taught immediately. The League has long had this project in its hope-chest and sees in it the first comprehensive approach to the whole problem of the early discovery, treatment and education of the hard of hearing.

Another New York project, this time under CWS, is described as "the most ambitious attempt to bring better public understanding of social work ever undertaken." Some eighty unemployed newspaper men and women, on the CWS payroll, have been assigned to the Welfare Council where, under the guidance of Louis Resnick, the Council's director of public information and education, they will prospect for publicity gold in "them thar hills" of social work. They are concerned with the interpretation of social work itself in its various fields and not, except incidentally, with the activities of single agencies. To bring resources to the attention of the public and to discourage spasmodic and uncorrelated effort is a major objective. The project was launched only after consultation had assured the interest and cooperation of the metropolitan press.

Children of Chicago

"THE shadow of the budget lies black across the annual reports of Chicago's child-caring agencies," says Helen Cody Baker in the News Letter of the Chicago Council of Social Agencies. But the agencies themselves do not complain. With reduced staffs and depleted funds they are carrying on as best they can, while raising vigorous voices in behalf of the needs, not of themselves, but of the fields in which they function.

The Illinois Children's Home and Aid Society reached 4981 children last year, its fiftieth of service. But it says,

> There are still sections of Illinois where the Society's representative is the only social worker and there is a great discrepancy between what we spend for jails and almshouses and the provision we make for neglected children. There is a crying need for a child-welfare department in the Cook County Bureau of Public Welfare and for a State Division of Child Guardianship. Without such public provision for children the private agencies are handicapped by greater burdens than their budgets can carry.

The Infant Welfare Society was obliged to close three of its stations in 1932 with a consequent decrease of 30 percent in 1933 in the number of infants and pre-school children cared for. However 17,676 patients were treated in the eighteen stations and 117,556 home visits made by the nurses.

> What we need in Chicago is a cooperative maternity program of unimpeachable standards for the community as a whole so that every expectant mother might have adequate prenatal and confinement care.

The Children's Scholarship League gave financial help or advice to 568 boys and girls, three fourths of them from relief or mothers' aid families.

> In helping our graduates to find work we are greatly handicapped because since the Vocational Guidance Bureau closed Chicago has no junior placement office through which young people may be placed according to their training, abilities and interests.

A Better Juvenile Court

IT is now thirty-odd years since Pennsylvania passed its first juvenile-court law, and in spite of amendments, the latest in 1933, it is still far from satisfactory. The main difficulty has been with the minor judiciary, sitting as judges of the juvenile court, who have neither authority, facilities nor, frequently, inclination for dealing with the social implications of juvenile cases.

It remained for Allegheny County, seat of Pittsburgh, where seven thousand children are brought into court annually, to break the spell. A study made in 1930 by Leon Stern of the Committee on Penal Affairs of the Pennsylvania Public Charities Association, revealed conditions deeply disturbing to every good citizen. Two years later civic and social workers, supported by Judge Sara M. Soffel, began agitating for legislation which would permit the establishment of a separate and independent court, its judge elected for ten years with full authority to shape the policies and personnel of the court within the budget provided by the county. The bill passed by the legislature in 1933 was not exactly what the Pittsburgh folk wanted, but they made it do.

It was something else however to pick the right man for such an attractive post, and then to elect him. Politicians scoffed when the "reformers" chose as their candidate Gustaf L. Schramm, Ph.D., of the faculty of the University of Pittsburgh, interested in social work and familiar with its principles and practices. Social workers went into the campaign to their elbows and won, though their candidate was in the politically anomalous position of being registered with one party and running on the ticket of another. Anyway they won, and Allegheny County is now ready to develop a modern juvenile-court service which may, hopefully

says Curtis A. Williams, secretary of the western branch of the Public Charities Association, "point the way not only for other counties in the state but for other populous communities throughout the United States."

Who Are the Beggars?

NEW YORK'S perennial battle against street-begging has had a new front this winter. Promoted by a committee of the Welfare Council an agreement was reached with the police and the magistrates' court by which all men arrested as mendicants were brought before Judge Jonah J. Goldstein where, instead of summary release or commitment to the workhouse, they were carefully examined, their stories checked by a staff of investigators and efforts made to treat them by social methods.

In the first three weeks of the experiment 370 men were brought in, a large proportion of them habitual mendicants with long records, one of no less than fifty-six arrests on the same charge. One engaging old fellow admitted that he had lived by begging for forty-three years and asked only to be let alone for seven years more when he would be eligible for an old-age pension.

About a quarter of the men had been in New York less than a year. Half of them were past forty and only a sprinkling under twenty-one. Some 150 were diseased, many in ways to constitute a public-health menace. Most of them had money in their pockets, ranging from a few dollars to the small fortune of $1100. Only the plain drunks were penniless.

Acting on the reports made to him, Judge Goldstein suspended sentence on two hundred of the men and directed them to agencies which agreed to provide for them. Those suffering from acute disease or chronic alcoholism were given indeterminate sentences for medical and institutional treatment. Unregenerate rounders were given stiff workhouse sentences.

Social agencies insist that they are able and willing to provide care for these men and that begging in New York is unnecessary. But their best efforts will get nowhere, they say, if the general public fails to take in the significance of such facts as Judge Goldstein's court has revealed and continues to pass out loose coins to everyone with a hard-luck story.

A SELECTED bibliography of recently published material on juvenile delinquency is available (10 cents) from the library of the Russell Sage Foundation, 130 East 22 Street, New York.

SERIOUS curtailment in funds for the care of the blind is a general tendency throughout the country, says the American Public Welfare Association. All but four of thirty-five state schools report decreased appropriations since 1930 ranging from 5.5 to 43 percent. Twelve of the seventeen state commissions reporting show decreases, the most serious that of Alabama with a cut of 73 percent. Blind pensions have also suffered particularly when they are paid from county funds.

THE executive committee of the Federal Council of Churches has adopted a report presented by a special committee of its Department of Church and Social Service which demands that the juvenile court cease to be "an unfulfilled promise." It urges the extension of the age of juvenile-court jurisdiction, and the establishment of more comprehensive courts having jurisdiction over the family, and advises that so far as possible the church avoid the necessity of taking children before any court.

THE National Probation Association, 450 Seventh Avenue, New York, is making a special offer of three important new publications, all for 85 cents. They are: Juvenile Court Laws of the United States by Francis H. Hiller, a topical summary in eighty-two pages of the main provisions in the forty-eight states; Adult Probation Laws of the United States, also by Mr. Hiller, a fifty-six page summary, including much 1933 legislation, and, A Standard Juvenile Court Law, revised to 1933, designed as a guide for amending incomplete statutes.

HEALTH

"Public Health Protects You"

AS a variation of the usual spring "early diagnosis campaign" the National Tuberculosis Association and affiliated tuberculosis organizations throughout the country are launching this year on April 1 a Health Recovery Campaign under the slogan, Tuberculosis Robs You, Public Health Protects You. The aim of the campaign is to increase public appreciation of the importance of good public-health services, with emphasis on official health departments; to heighten demand for adequate public-health service, and to coordinate with the health department the efforts of all voluntary health agencies as well as civic organizations, clubs and citizens. Physicians, health officers, educators and other leaders, individually and as members of civic organizations, will participate; and employers, business groups and others will be asked to help. The reason for the effort, the National Tuberculosis Association points out, is that health departments were the first hit and the hardest hit by the axe of retrenchment and many are operating today on dangerously low budgets. "Now that reconstruction is the order of the day, persons and organizations interested in public health feel that the health department should be the first to feel its benefits." For further information and useful publicity material, consult your local tuberculosis society or the National Tuberculosis Association, 450 Seventh Ave., New York City.

Insuring Hospital Costs

AT the meeting of the council of the American Hospital Association in mid-February it was announced that the principle of voluntary insurance against the costs of hospital care, approved by the Association just a year ago, has been put into actual operation in more than thirty cities in twenty-one different states, ranging from New Jersey to Oregon and Louisiana to Ohio. More than a hundred hospitals are members of these plans. A large number of other cities including Baltimore, Washington, Chicago, San Francisco, St. Louis, New York City and Cleveland have group-hospitalization plans under discussion or in process of organization. Under the plans, subscribers pay from $5 to $12 a year (depending on services included and the price level of the community) into a common fund from which payment is made for the hospital bills of those who need care. Within the past year the principle of group budgeting for hospital care has been endorsed by the New York and New Jersey State Medical Societies and the Academies of Medicine of Cleveland and Washington, D. C. The State Medical Associations of California, Oregon, Washington, and Michigan include group hospitalization in more comprehensive endorsements of the insurance principle for general medical services. The American Hospital Association has adopted definite standards which should characterize plans for group hospitalization: emphasis on public welfare; limitation to hospital services; freedom of choice of hospital and physician by the subscriber; non-profit sponsorship as opposed to commercial promotion schemes; compliance with legal requirements; economic soundness; and dignified and ethical administration.

Even in good times nearly half the public uses government institutions or receives care below cost in private hospitals. The American Hospital Association believes that group plans are relieving tax funds and philanthropy by providing a means whereby people can pay their own hospital bills at need.

Make Mother's Day Count!

PUBLICATION of the Children's Bureau's survey of maternal deaths in fifteen states (Maternal Deaths, Bureau Publication No. 21. Price 5 cents of the Superintendent of Documents, Washington, D. C.) again drives home the need for concerned and immediate action to remedy the lack of care, inadequate and improper care that is responsible for the unnecessary deaths of some ten thousand American women each year (see The Mid-monthly Survey, December 1933, p. 420). This year the slogan adopted by the Maternity Center Association for Mother's Day—May 13—is Make Motherhood Safe for Mothers, and the effort of the nation-wide campaign is to arouse concrete community action. Blanks have been prepared for community appraisals with such questions as "Number of maternity beds?" "Total number of births and deaths in the last year?" "Is organized prenatal nursing service provided?" "Is your hospital approved by the American College of Surgeons?" Prizes will be given to groups which have made the most able ratings and plans for further action. Programs for club meetings are also available without charge as well as publicity material for local Mother's Day celebrations "designed to direct the sentiments surrounding this occasion into channels that will be productive of results in terms of lives saved." For further information address the Maternity Center Association, 1 East 57 St., New York City.

FREE outlines and reading lists for the use of supervisors introducing Civil Works' nurses to the field of public health may be had from the National Organization for Public Health Nursing, 450 Seventh Ave., New York City.

BECAUSE of depression conditions and cuts, Birmingham (Ala.) reports that its Department of Health "has totally lost control of the private cow problem." Distribution of milk from licensed and inspected dairies has dwindled to half its former amount; that provided by privately owned cows and peddled without regulation, has doubled and now constitutes nearly half of the city's milk supply.

THE past year was the most fruitful for cancer research since the study of the disease began, Dr. Francis Carter Wood declared in the twentieth annual report of the Crocker Institute for Cancer Research at Columbia University, citing work in this country and abroad. Cancer studies now have reached a stage "when it can be said that they cast important light on the future possibility of controlling cancer."

THE Community Health Association of Boston and the Metropolitan Life Insurance Company, working with the Boston Health League, have embarked on a year's demonstration of the importance of prompt and adequate nursing service for cases of lobar pneumonia in municipal Boston. Care will be provided under the order of an attending physician at cost and at need without charge. For further information address the Boston Health League, 43 Tremont St., Boston, Mass.

WE regret relaying a misleading report in the January issue of this department. The Connecticut League of Women Voters has not given official endorsement to the birth-control movement, but has added to the program of its department of social hygiene an item on the study of birth-control legislation. Items on the League's program must be designated for study before they can receive the organization's support in federal or state legislatures. A convention vote will be necessary before the League can take action to support legislation in connection with birth control.

Pertinent Publications

THE ACH INDEX OF NUTRITIONAL STATUS, *by Raymond T. Franzen and George T. Palmer. American Child Health Association, 450 Seventh Ave., New York City, price 10 cents.*

A PRACTICAL guide for school physicians in the selection of undernourished children between the ages of 6 and 12.

HOW PATIENTS CAN BE RECEIVED IN STATE HOSPITALS, *by F. W. Parsons, M.D., New York State Commissioner of Mental Hygiene. On request, enclosing 2 cents postage, New York State Department of Mental Hygiene, State Office Building, Albany, N. Y.*

THE department also has available for free distribution a schedule of mental-hygiene clinics scheduled in 1934.

HEALTH THROUGH THE AGES, *by C.-E. A. Winslow and Grace T. Hallock. Metropolitan Life Insurance Company, 1 Madison Ave., New York City. On request, for use in junior and senior highschools, 10 copies to each 100 pupils.*

AN illustrated story starting with the Stone Age and summarizing the exciting course of science till our day. With it comes a supplementary chart, Light and Shade, showing graphically the conquest of ignorance.

GUIDING THE ADOLESCENT, *by D. A. Tham, M.D. Bureau Publication No. 225, Children's Bureau, U. S. Department of Labor. Price 10 cents of the Superintendent of Documents, Washington, D. C.*

BOUND with a delightful cover drawing, this new pamphlet by the director of the Boston habit clinics and of the division of mental hygiene in the Massachusetts Department of Mental Diseases brings interesting and accessible help to educators, parents, social workers and others who deal with young people. Chapters consider physical and mental development, sex attitudes, friends and "crushes," evasions of reality, and "the needs of the parent," while a bibliography suggests further sources of help.

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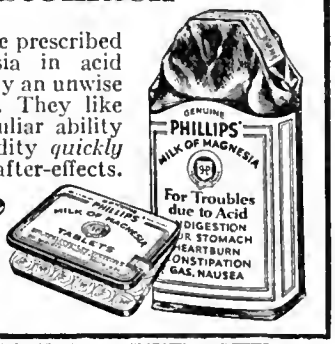

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UNEMPLOYMENT AND COMMUNITY ACTION

JOANNA C. COLCORD

This department is an emergency information service to public officials and to members, executives and supervisors of citizens' committees. News of interesting developments will be gratefully received by the editors, Russell Sage Foundation, 130 East 22 Street, New York

RUSSELL H. KURTZ

Federal Relief in 1933

IT may be in order, at this point in the history of federal relief, to review the operations of the FERA since it took over the reins last May.

The relief administrator early made it plain to the states that their financial cooperation was essential if adequate relief were to be provided. As a result of this insistence, the amount appropriated by the states increased from an average of less than $7 million a month in the spring of 1933 to over $17 million in November. Cities and other localities provided about a quarter of all the public relief funds spent in the first eleven months of 1933; states, per se, about an eighth; and the FERA the balance, or 61.5 percent.

The Relief Act of 1933 gives the administrator power to assume control of the program in any state where "more effective cooperation" is needed. This authority was exercised in the cases of *Kentucky* and *Georgia* during 1933. In a number of other instances a virtual control was established, although under a more amicable arrangement, when bankrupt states could no longer carry substantial parts of their relief loads. This occurred chiefly in the South.

Administrative supervision of state and local relief policies was assumed generally by the FERA in as large measure as was consistent with its desire to keep a local sense of responsibility alive. Both permissive and mandatory rules were issued bearing on many questions of relief eligibility, adequacy and administration. Work relief was bolstered up by the introduction of a wage minimum and the requirement that wages be paid in cash; and later was supplanted by Civil Works or "real work at real wages." Work relief in education was undertaken to provide relief employment for teachers. At the turn of the year, $2 million a month was going into this program and forty thousand teachers were employed under it.

A special division on women's work was created in September, but it required the machinery of later developments, Civil Works and CWS, to make it effective. Self-help and cooperative associations likewise were aided through a separate division. Twenty-eight such organizations, embracing sixty thousand members, were given $263,344 in 1933.

The transient problem was segregated and attacked on the basis of need for "stabilization" through adequate care at designated transient centers. To overcome local reluctance to use general relief funds for this purpose, direct federal financing was provided, during the latter months of 1933, in the amount of $3,775,555. A total of 324 transient centers and work camps were established in this period, and care was given to 168,340 single individuals and 12,741 families through this setup.

Special aid because of drought was given to two hundred thousand families in nine states from FERA funds supplemented by appropriations from other federal departments.

The Surplus Relief Corporation, adjunct of the FERA and formed for the joint purpose of achieving agricultural and unemployment relief, distributed hundreds of millions of pounds of foodstuffs and other commodities. Late in December it set up a Marginal Land Unit, financed by a $25 million appropriation from the PWA, to work with other government departments in their program of resettling the occupants of such territory on more productive land.

The Civil Works' program was launched in November, and was going at nearly maximum speed at the close of the period which this report covers.

The New Relief Act

FEDERAL aid in relief of unemployment was given an extension of life on February 15 when the President signed Public Act No. 93, 73d Congress. This measure appropriated $950 million "for carrying out the purposes of the Federal Emergency Relief Act of 1933 and for continuing the Civil Works' program." The appropriation is to "remain available" until June 30, 1935 and may be spent "for such projects and/or purposes and under such rules as the President in his discretion may prescribe."

A new feature in the Act is the provision that the FERA Administrator may make grants for relief within a state directly to such public agency as he may designate. This authority will allow the initiation of federal aid within a state where it is needed without awaiting an application from the governor, and is construed as greatly strengthening the hand of the FERA in controlling situations in recalcitrant states.

The Senate wanted to be given a look-in on the appointment of state administrators and said so in an amendment which it attempted to write into the bill. The House, however, would not agree to the change and it eventually was stricken out.

On the other hand, the House thought that workmen's compensation for Civil Workers was a luxury which should be denied under the new measure and tried its best to persuade the Senate to this point of view. A compromise finally was effected by which a restricted schedule of benefits, considerably less than that furnished to regular federal employes, was set up. This provides for medical attention plus a maximum award of $3500 for death or permanent disability and a maximum of $25 per month for temporary disability. The only compensable cases are to be those arising from traumatic injury. This measure was made retroactive.

Congress did not like the way in which the Civil Works Administration, through its direct prosecution of federal projects, had usurped congressional powers over the approval or rejection of such projects. As one Senator put it, "projects were approved (by the CWA) that have been denied time and again by the Congress. We should not open up an avenue where the departments and other governmental establishments may obtain the money without congressional approval." This view prevailed, and the bill prohibits the starting of new federal projects by CWA.

But Congress showed no animosity toward Mr. Hopkins nor did it find any fault with the way he had done his job. On the contrary, it was loud in singing his praises. The sentiment for appropriating a much larger sum than was requested by Administration leaders almost ran away with the situation at times.

The new Act was passed and signed by the President only a few hours before the huge weekly payroll of the CWA was due to be paid—from an empty CWA treasury.

The division of the $950 million fund is, according to the terms of the Act, at the President's discretion. A preliminary allocation, announced on February 18, has been made as follows:

For continuance of Civil Works, on a demobilization basis, until May 1, the sum of $450 million.

For direct relief needs to July 1, $150 million.

For all relief purposes in the fiscal year beginning in July, $350 million.

This division came as a surprise to observers who had been led to expect that $500 million of the total appropriation would be reserved for the fiscal year 1934–35. Administration leaders have been silent on their plans for more adequate financing of the latter period, should need continue on the present level, but have expressed a conviction that the necessary funds can be found within the total national budget that has been projected.

Within the FERA

AID to College Students. Part-time jobs for students who otherwise would be required to drop out of college because of lack of funds were authorized by the FERA in February. Under this authority, direct relief monies in the amount of $7 million have been earmarked for wage grants to colleges agreeing to furnish such jobs. This will give employment opportunities to approximately 100,000 persons for the remainder of the school year, at wages ranging from $10 to $20 per month each. The plan is a nation-wide application of some of the principles developed and tested at the University of Minnesota during the last semester.

Work Relief in Education. The educational work-relief program of the FERA covers six types of projects of which the basic one is the employment of qualified teachers in rural elementary schools otherwise crippled by the depression. In February the rules regarding FERA aid in this field were liberalized in three ways: (a) more money was made available; (b) the definition of need, on the part of the teachers, was broadened; and (c) larger communities, up to five thousand population, were included.

"Surplus Relief" and the CWA. When CWA was started, it was ruled that the workers on its projects should share in the distribution of surplus commodities, an anomaly since the CWA rates were intended to provide "real wages." Later this ruling was modified and made optional among the states. Early in February it was rescinded entirely, and distribution to Civil Workers was prohibited except to families receiving direct relief.

State Situations. There were several problem states requiring the firm hand of FERA discipline in January and February. *Colorado* was cut off from federal aid for several weeks in January while her dawdling legislature composed its internal differences. Threats of serious rioting hurried the legislative processes and a bill was pushed through which provided a relief fund from an increase in the gasoline tax. *Missouri* also received an FERA ultimatum. Here a liquor tax and a small sales tax were levied under last-minute pressure. In February, word was sent to the Governors of *West Virginia* and *Oklahoma* that further federal aid was contingent upon the states doing something for themselves. Administrative problems began to be troublesome in *Oklahoma*, *Florida* and *Montana*. In the Imperial Valley of *California*, labor troubles have been current and the distribution of relief to strikers has been attended with some violence.

Demobilization of CWA

IN accordance with the decision reached in January and despite serious protest from a large section of the nation's population, CWA began demobilization of its forces on the scheduled date, February 15. The cut is being made on three fronts:

Hours are being kept on the reduced schedules (fifteen per week in rural sections and twenty-four in urban) which were set late in January.

Wages are no longer being paid on the PWA scale but have been adapted to the going rates of the various communities with a minimum rate of 30 cents per hour.

Layoffs will occur each week for ten weeks or until May 1, when the last crew will be paid off.

The dismissal of Civil Workers is being governed by several considerations. Geographically, the South is taking the first large cuts in view of the earlier opening up of agricultural operations in that section. Rural regions generally will feel the demobilization ahead of the cities. Individuals being dropped first are those from families in which there is other employment or where material resources of one sort or another make the need for a CWA job less pressing. This determination of relative need has introduced the necessity for considerable investigational service. Women are to be given equal consideration with men in the layoff. Least desirable projects are being discontinued first. New employment for replacements or other purposes is on a basis of need.

Civil Works' Service has become identical with Civil Works under the new appropriation measure, as the necessity for confining the latter program to construction projects because of PWA rules has disappeared.

While $450 million has been unofficially earmarked for the demobilization of Civil Works, it is probable that less than that sum will be needed if the cuts go forward as scheduled and are completed no later than May 1.

Mr. Hopkins has indicated that he hopes to shift a part of the workers, during demobilization, from going projects to new ones. The construction of a number of consolidated rural schools has been mentioned in this connection.

The educational work-relief projects, particularly workers' education, are being given special consideration and will probably be carried forward indefinitely with relief funds. It seems likely that other favored parts of the work program may be kept alive, after CWA has closed its books, by carrying them forward under the same sort of liberal work-relief standards. The substitution of the principle of relief need for the CWA open employment policy and the reduction in both rates of pay and hours of work has already put the dying CWA program on a work-relief basis, so such a transfer would be logical and easily accomplished.

At this date no announcement has been made of the plans by which the FERA expects to meet the needs of the discharged Civil Workers. Urgent social-work inquiry on this score has elicited the reply that an adequate plan is in the making.

Cash Relief

THE sentiment in favor of cash relief, to replace the grocery order and voucher system, is growing rapidly.

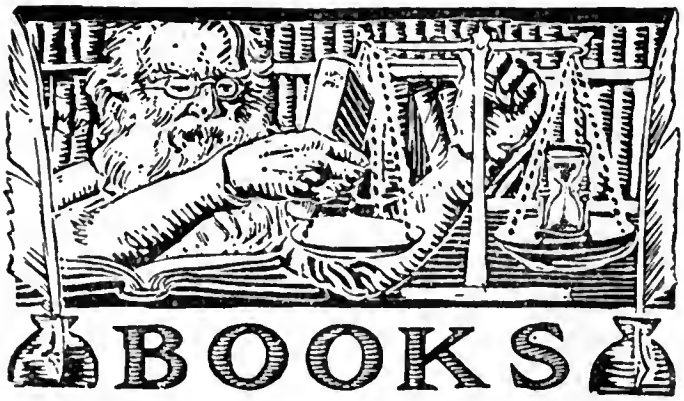
The relief administration of *San Francisco*, after a two-month demonstration in two of its eleven districts, announced in January that it was going to swing the whole relief load over to a cash basis for a six months' period. This city had been distributing food through a commissary, supplementing its issues by a small amount of cash in the form of checks. As a result of its experiment in two districts during November and December it found that a cash allowance only 5 percent larger than the combined material and overhead costs of the old method would do the trick. This has been adopted as the basis of computation for the six months' trial period just started.

Of the thousand or more families covered by the first experiment, 84 percent voted emphatically for its continuance. Less than 2 percent of them had to be denied the use of cash and returned to relief by voucher. Complaints declined markedly, but on the other hand applications did not increase.

Copies of a memorandum issued by the director of relief in San Francisco, describing the above experiment in greater detail, may be had upon request by addressing the editors of this department.

We understand that *Baltimore* has also been experimenting with cash relief, although no report has yet been released. A movement is on foot in *New York State* to seek amendment of the Wicks Act which will authorize permissive use of cash relief.

The federal relief administrator has declared on numerous occasions his conviction that cash relief can and should be more widely used. Up to this time, however, he has not made a mandatory ruling to that effect although strongly urged to do so by many social-work leaders.



Health in Syracuse

A CITY SET ON A HILL, *by C.-E. A. Winslow. Doubleday Doran. Published for The Milbank Memorial Fund. 367 pp. Price $3 postpaid of The Survey.*

THIS book is a critical study of the results attained by the Syracuse Health Demonstration sponsored by the Milbank Memorial Fund from 1922 to 1930. The author displays his dramatic skill by painting the picture against the grim background of health conditions in the same city a century ago. Literature has not been lacking to record the processes in connection with the demonstration. Concealing these, Dr. Winslow deals directly with achievements. He refers but casually to the rough spots encountered on the road or to the vast patience and faith which the enterprise entailed.

Appraisal of results shows a favorable balance sheet all along the line. A 58 percent lowering of deaths from preventable disease as compared with the record for the previous decade is an economic gain immeasurably greater than its cost to the community. Nor is this cost prohibitive, for the per capita of $2.08 is barely above that considered desirable in accepted standards of public-health practice.

While the book ranks as a scientific treatise its form suggests a novel and its readability greatly enhances its value. The strong meat in every chapter is garnished by the author's inimitable style, with no sacrifice of keen penetration or thoughtful analysis.

KENDALL EMERSON, M.D.
Managing Director, National Tuberculosis Association

Methods in Sociology

METHODS IN SOCIOLOGY: A CRITICAL STUDY, *by Charles A. Ellwood. Duke University Press. 214 pp. Price $1.50 postpaid of The Survey.*

SOCIOLOGY shares with all other fields of knowledge the rapid changes in thought characteristic of the western world during the last two decades. This book by Professor Ellwood evidences one of the results of these changes. It was inevitable that the modern scientific spirit should affect sociology as it has influenced economics, political theory and education. The *Zeitgeist* leaves no field of thought untouched. The result is a conflict between those who hold that the scientific methods as applied in the "natural" sciences cannot be applied to the social sciences in all respects, and those who hold that in sociology as in any other field of knowledge only that body of information which can be tested by scientific methods can be called scientific knowledge and only those sociological theories which are based upon knowledge so obtained are sound.

Professor Ellwood's book falls naturally into two divisions: the first seven chapters being devoted to what amounts to a definition of scientific method in sociology; the last six chapters being a discussion of the relations between sociology, history, economics, cultural anthropology, ethics, law, social work and education.

The author's main interest in the first seven chapters is to show that scientific method as applied to the field of social relations must be somewhat different than that used in the "natural" sciences. In the latter the problem of value judgments by individuals and groups does not appear. He is particularly concerned to show that reliance by some sociologists on statistics as the method of securing objectivity in sociology is inadequate. Such a method attempts to measure the unmeasurable and to weigh the imponderable.

Professor Ellwood's presentation suggests occasionally that he allows himself to set up a man of straw in order to show the absurdity of the statistical sociologists. Doubtless some of those who are contending for a more objective method in sociology have lent themselves to the interpretation Professor Ellwood makes of their words. There are others who would contend that they wish to apply statistics to sociological phenomena only as far as the material lends itself to that method of investigation. For the rest of the material they would agree with Ellwood that other logical methods should be applied.

To those of us who appreciate the necessity of objectivity in the social sciences, the use of any method which insures the critical testing of any hypothesis concerning sociological phenomena in order that the truth may be reached is looked upon with favor. Let any method be applied which will exclude wishful thinking and subjective influences. Ellwood is right when he insists that certain sociological phenomena are such, in their very nature, that statistics in its present development cannot be applied. He is also correct in his emphasis that sometimes statistics can only show trends, and often suppress the most significant elements of a series. On the other hand, in order to make his points clear, perhaps he overemphasizes the words of those he thinks are relying too much on statistics.

Much remains to be done in the development of scientific method in sociology. Doubtless many mistakes will be made. Yet no progress in scientific sociology can be made without attempting to devise and apply new methods. This book will serve as a warning to those who are attempting to apply certain techniques borrowed from the older sciences to sociology.

J. L. GILLIN
University of Wisconsin

Social Work Statistics

SOME BASIC STATISTICS IN SOCIAL WORK, *by Philip Klein with the collaboration of Ruth Voris. Published for The New York School of Social Work by Columbia University Press. 218 pp. $3.50 postpaid by The Survey.*

THE data upon which this study is based were collected from four private family welfare agencies serving Manhattan and the Bronx in the period between June 1, 1928 and October 31, 1931. The author hoped this material would help to answer six questions he formulated when the undertaking was planned.

This book, which is a report of results, is very modest in its claims. Only two of the six questions posed at the outset seem to have been answered with a degree of definiteness both satisfactory to the author and convincing to the reader:

(1) the statistics of family-welfare agencies in New York City are responsive to fluctuations in economic conditions, and

(2) it is feasible and probably useful to distribute statistics of metropolitan family agencies among scores of small neighborhood or community tracts.

With respect to the first of these conclusions the author found: (a) that, judged by the extent of their preoccupation with relief cases, no very clear line can be drawn between the agencies that give economic aid only and the societies that try to specialize in the subtler techniques of personality adjustment; (b) that intake is a more sensitive measure of demand than either application or case load. This latter inference probably does not have universal validity. Dr. Ellery Reed, for instance, who has experimented widely with family welfare data in Cincinnati, holds a different view. "Cases worked on during the month," a figure that is affected both by intake and by the continuing cases, has been used in similar studies with apparent success. Theoretically intake could show a substantial rate of decrease during a period in which the percentage change in effective demand as reflected by "cases worked on" would be slight. "Total open cases" proved in this study insensitive probably, as the author points out, because

excessive demands for service during the crisis disturbed the usual procedures with respect to the closing of cases. Unfortunately figures for "cases worked on during the month" were not collected. It is true, of course, that "cases worked on" is a figure much more difficult to obtain from the rank and file of agencies than applications, intake or case load. Monthly reports submitted by these four New York agencies to the Russell Sage Foundation indicate that they compile this figure routinely but perhaps it seemed that distributing this total among dozens of small areas would impose an unwarranted burden. Nevertheless the author's preference for intake as a measure of demand is less convincing than if he had compared it with all possible indexes and particularly with those that have been favored by other experimenters.

The author found that a study of expenditures was not significant with relation to the objectives of his study. "Expenditures . . . are only an indifferent measure of volume and even less a measure of demand," he declares. Perhaps this conviction explains why he was apparently so little impressed by the valuable pioneer work done in this field in 1924 by Raymond Clapp. It must be admitted that figures relative to expenditures are open to the criticisms he levels against them—that they are subject to agency standards, community traditions, resources and so forth. Nevertheless they do have value. Figures relating to expenditures of poor law officials in England run back more than a century and have been of inestimable value not only to research workers such as Dr. Dorothy Thomas, but to administrators, to the great Royal Commission of 1909, and to the various statutory committees whose deliberations have influenced Parliament in the shaping of the social-service program. Persons are more important than dollars, as the author points out. For that reason, among others, data relative to persons (or cases) provide a more significant index from the short-run point of view. But from the long-run point of view expenditures are likely to be more significant for the purely practical reason that a more accurate account of them will be available. Even in England, where excellent data extend back through many decades, the Commission of 1909 found the current data with respect to persons (or cases) inadequate and was obliged to supplement them through special inquiries. In this country some of the older private agencies could supply figures on expenditures extending back into the nineteenth century but few, if any, of them could provide comparable data relative to applications, intake, or cases served for the same span of years.

The study demonstrated the feasibility of collecting uniform data pertaining to small areas or neighborhoods. For some years the potential utility of this approach has been recognized. Some time ago Elwood Street inaugurated a scheme for revealing neighborhood conditions in St. Louis by breaking down city-wide totals into subtotals relating to specific geographical areas. In Chicago a similar scheme has been repeatedly urged—thus far without conspicuous success. Since the scores of private agencies in any metropolitan center probably could never agree upon coterminous districts, the plan suggested here of assigning the cases to small geographical areas from which district and city totals may be summated is probably the most hopeful one thus far suggested.

The other questions posed by the author concern the representativeness of his sample and the possibility of relating his figures to data reflecting other aspects of community life. The four agencies included in the study provided 25 percent of the service in the area as measured by total expenditures for outdoor relief and 80 percent as measured by the intake of all agencies concerned with case work as distinguished from relief only. "Our statistics do not seem to justify the line drawn between the two [types of agencies]" says the author. In view of this conclusion, the data probably do not cover 80 percent of any function essentially unitary in character.

A primary desire of the author was to relate his figures to other community data such as nationality, occupations, infant mortality and so forth. This objective, he says, he "does not claim to have attained." Disappointment in this respect was inevitable as

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everyone knows who has encountered the obstacles of overlapping territorial boundaries, varying methods of defining and accounting and by no means least important, official indifference. The results cannot be accounted a failure, however, if any impetus whatever has been given to the movement for injecting elements of order into the present chaos of community and municipal statistics. Since the competent research department of the Welfare Council considered the outlook sufficiently promising to pursue the effort further, the author has perhaps underrated his own contribution.

WAYNE MCMILLEN
School of Social Service Administration, University of Chicago

Public-Health Nursing in Industry

PUBLIC HEALTH NURSING IN INDUSTRY—Prepared for The National Organization for Public Health Nursing, *by Violet H. Hodgson. Macmillan. 244 pp. Price $1.75 postpaid of The Survey.*

SO few books have been written recently in the field of public-health nursing that each contribution from The National Organization for Public Health Nursing is welcomed eagerly. Its most recent publication is particularly valuable as it is concerned with a field in which there is very little available material—that of industrial nursing. Mrs. Hodgson, a public-health nurse with a fine and varied professional experience, has for several years been studying the work of nurses in industry throughout the United States; and her book should stimulate them to see the possibilities of further development of their programs as well as proving invaluable to employers as a measuring-rod against which to appraise and remodel the nursing services of their own plants.

The first part of the book discusses the organization of industry, the place of the health service and its relation to the various other industrial-relations activities. The second part deals with the work of the nurse herself, building on the premise that good industrial nursing is sound public-health nursing; that the basic principles remain the same whether working in a community health agency or in a factory, but that adaptations are necessary to adjust the program to the special problems of each individual plant.

Great emphasis is placed on the development of sound working relationships with the other health and social agencies of the community, and on the maintenance of proper professional relationships with the medical profession both within and without the plant. As each phase of the nurse's work is analyzed, the author stresses the importance of building a program which is concerned with the prevention of accidents and illness as well as their cure, and which through its use of every opportunity to teach becomes an important part of the larger community program of health education.

KATHARINE FAVILLE, R.N.
School of Nursing, Western Reserve University

COMMUNICATIONS

One Thousand Delinquents

TO THE EDITOR: In his review [February Survey] of the Gluecks' study of One Thousand Delinquents, Dr. Cabot, as usual, goes straight to the heart of things. The figures given are undoubtedly correct. And yet for the sake of knowing the background of this study and avoiding emphases that are more destructive than constructive, other sets of facts should be brought forward—particularly so at this time when, as was clear at the recent meeting of the American Orthopsychiatric Association, the whole juvenile-court movement is being heavily criticized and in several larger cities appears to be deteriorating.

A few words first about the material utilized in this study. The boys reported on were not all those seen by the Juvenile Court; for the larger part they represented the difficult cases, most of them already being recidivists. They were cases handled by the Court during the post-war period, in days that were full of hazards for youth, perhaps as much as during these last few years. To say, however, that the study is taken out of the dead past is perhaps beside the point, because one is not sure that the machinery of juvenile courts is today any more able to cope with the many inimical social factors that exist than it was in that earlier time. However, it must be stated in all fairness to the Boston Juvenile Court that a study of five hundred delinquents by Miss Beard, to be published shortly, and concerned with cases of 1925 and thereabouts, followed during a five-year period, shows much better results.

The trend of work in the Judge Baker Guidance Center since those first few years has been more and more towards treatment, with cases coming directly from families or from schools and social agencies, so that now not more than one third of our cases come from the Court for which diagnostic service is still offered. Perhaps it is worth mentioning that Guidance Clinics elsewhere are loath to take cases from the Juvenile Court because of the obstacles to successful treatment.

The fact is that Juvenile Courts in the main do not have adequate facilities for carrying out therapy that may reform delinquents. The multiple interweaving factors in personality, family life, and in social conditions that create delinquency are terribly difficult to combat by probation officers, whatever their devotion or training. Probation never has had a fair chance for many reasons, including the case load, to demonstrate its possible efficacy. Handicapped as probation service is, it achieved even in this series, however, a considerable degree of success while the boys were on probation.

The subsequent failures were attributable to a great variety of causes not to be prevented by probation officers. As an analogy, would a physician who aided the recovery of a patient expect him to remain well continuously under any and all conditions?

It must be definitely understood, as the Gluecks have endeavored to make clear, that Judge Cabot felt the whole burden of treatment must be on the Court and its probation service. The facts of failure were well known to us and were largely recorded in our case records. The lack of organized effort between law-enforcement authorities and preventive agencies, with the continuance of all that goes to make for delinquency, persistently created and still creates a sorry mess.

For many years I have insisted upon the need for taking in all of our work a business-like attitude toward profit and loss, achievement and failure. With Dr. Bronner I studied the outcomes of cases seen by us for the Chicago Juvenile Court, and published results in many respects far worse than in this Boston series. But more than anything is needed a setting forth of successful methods with delinquents; we attempted to show the value of placement in foster homes in our Reconstructing Behavior in Youth. Methods of treatment and their resulting success must be placed side by side with those that end in failure. The challenge to social workers is to assay all endeavors. We shall have more to say about this ourselves in several pieces of research which will appear before long.

The Juvenile Court was established as an humanitarian adventure; the hope of its being curative has not been fulfilled, but the fundamental viewpoint that treatment should not be undertaken without understanding is a common-sense ideal still to be heartily maintained. Should the Juvenile Court be abolished? That is a question that confronted us recently at a group meeting; we know, however, that it cannot be, at least now. But the burden of effort for the prevention and cure of delinquency must be placed where it belongs. It is a community affair. There must be earlier attack on the problem of delinquency, perhaps as it may be seen developing in school life. What is scientifically known must be utilized. Treatment plans must be put into effect. Finally, as long as society tolerates social ills that continually produce new delinquents, society must expect to bear the cost.

WILLIAM HEALY, M.D.
Director Judge Baker Guidance Center, Boston

GOSSIP: of People and Things

Tribute and Challenge

To his own surprise, and quite contrary to his own modest inclinations, Edward L. Ryerson, Jr., turned out to be the hero of the nineteenth annual meeting of the Chicago Council of Social Agencies. The Survey, though regrettably unrepresented at the meeting, felt a family interest in the occasion as Mr. Ryerson is a member of its board and one of its valued authors (see Out of Depression, by Edward L. Ryerson, Jr., The Survey Midmonthly, January 1934, page 3). Mr. Ryerson was presented with a beautifully bound and inscribed volume of letters and resolutions from social agencies expressing appreciation for his public service. His brief presidential address was a challenge. "Is Chicago ready?" he asked. "Ready to think clearly and carefully and decide on a definite constructive program for social service? Ready to examine the things we may do and are doing for this community, select the most essential, consider the wisest way to accomplish the end and determine the soundest plan of financial support?"

Commenting on the occasion, in his column in the Chicago Daily News, Graham Taylor appraised the value to the community of the service of such citizens as Mr. Ryerson and quoted his declaration that, "While believing, of course, in public welfare work, I also believe with all my heart in the volunteer principle and in the private agency as a trail-blazer, and as a check on public social service."

A feature of the biennial meeting of the three great nursing organizations in Washington the latter part of April will be the unveiling and dedication of the Delano Memorial statue on the grounds of the American Red Cross headquarters. In accordance with established custom the week of March 12, the birthday anniversary of Jane A. Delano, is being celebrated by Red Cross nurses everywhere as Delano Memorial Week. The Red Cross reports that the end of its last fiscal year saw 35,750 nurses on its active rolls, these constituting the nursing reserve, not only of the Red Cross but of the United States Army and Navy as well.

Margaret Woodson, recently associated with the ERA in Louisiana, has been appointed educational secretary of the Association of Junior Leagues of America.

The sudden death of the Rev. Archibald R. Mansfield was a great shock to many New Yorkers who had come to know him well during his thirty-eight years as head of the Seamen's Church Institute. He had just celebrated his sixty-third birthday, and was at his desk only a few hours before his call came.

Benjamin Glassberg and Edith Foster of Milwaukee and Charles Birt of Madison, Wis., are now members of the field staff of the FERA. Aubrey Williams, who formerly covered the South-West, is now stationed in Washington as an assistant to Harry L. Hopkins.

The Consumers' League of New York has called Evelyn E. Smith from Syracuse to the post of executive secretary left vacant by Elinore M. Herrick when events swirled her into the acting chairmanship of the Regional Labor Board. Miss Smith has been for three years on the staff of the Syracuse Post-Standard, and has been identified with the work of the Consumers' League in that city. While a graduate student in political science at Columbia University she acted as assistant to Prof. Raymond Moley in the Department of Government at Barnard.

A conference on government, with particular emphasis on the problems with which all local governments are now faced, will be held March 28–30 in Berkeley with the University of California as host. Arrangements are in charge of Prof. Samuel C. May of the University's Bureau of Public Administration.

Robert Lansdale, formerly assistant to the commissioner in the Office of Indian Affairs, has joined the staff of the American Public Welfare Association.

After fifty years the Cleveland Associated Charities has broken the spell of masculinity and chosen a woman for its general secretary, Helen Hanchette, long identified with the organization, who has been acting general secretary since Stockton Raymond's resignation last August. Clifford V. Colwill has been appointed assistant general secretary.

Dr. Charles C. Hedges, one time superintendent of Johns Hopkins Hospital, and recently of the Babies' Hospital, New York, has been appointed superintendent of Roosevelt Hospital, New York.

Mabel Rainbow, formerly with the Visiting Nurse Association, Oakland, Cal., has joined the staff of the Brooklyn Bureau of Charities as supervisor of social service in the department of blind and crippled.

Phenomenon of Nature

The Community Chest of Vancouver, B. C., relays its director, J. Howard T. Falk, was asked to investigate the case of a woman who wrote to a creditor: "Enclosed please find $1 on account. I received receipt for dollar sent the 15th. Excuse writing as I had a baby girl last night and am unable to sit up to write this. Will have another one on Friday."

Joseph P. Tufts has succeeded his former chief, John Ihlder, as executive director of the Pittsburgh Housing Association. Mr. Ihlder is directing the Boston Housing Association—that is, when he is not in Washington, summoned for conference with the housing higher-ups.

Beginning September 1 the School of Social Welfare of the University of Southern California will be of graduate status, offering a program leading to the degree of Master of Science in social work. The curriculum will conform to the standards established by the American Association of Schools of Social Work and will qualify the student to receive the provisional certificate authorized by the Association, as well as the advanced degree. "No other such program is available in the South-West," says Emory S. Bogardus, director of the school. Included among the required courses are medical and psychiatric aspects of social work, advanced case analysis and diagnosis, community organization, administration of public-welfare agencies, personality and leadership traits, methods of social case work, and a thesis course, meaning social research.

When Mary Rozet Smith died last month, there passed one of those "Great Ladies of Chicago" who have so profoundly influenced American city life (see The Survey, February 1, 1932, page 479). Because she came and went so quietly, Miss Smith's part in the Hull-House adventure is less widely known than that of many of her associates. But through the years those who worked or only visited on Halsted Street came to realize how splendid a contribution was her devoted friendship for Jane Addams, her participation in the group hopes and plans, her delightful humor, the hospitality of her gracious North Side home which she made a sort of annex to the Settlement.

Leonard D. White, associate professor of political science at the University of Chicago and valued Survey contributor (see The Citizen and His Public Servant, Survey Midmonthly, June, 1933), has been appointed to the U. S. Civil Service Commission to succeed Thomas E. Campbell, resigned. He was for ten years chairman of the Citizens' Police Commission of Chicago and is a member of the Chicago Civil Service Commission.

For the first time since its establishment in 1921 by Edward W. Bok, Philadelphia's award to its "first citizen" has gone to a woman, the white-haired educator, Lucy L. W. Wilson, principal of the South Philadelphia Girls' Highschool.

Nell Reeder has been appointed director of social research of the New York Association of Personal Finance Companies.

The National Conference of Social Work closed its last fiscal year with 3857 paid-up members—or as good as a loss of 516 for the year. In spite of vicissitudes the Conference was in the black by $110.68.

Congratulations are flying around Red Cross offices these days over the news that Thomas W. Gosling of Akron, Ohio, is to head the American Junior Red Cross, succeeding Edward W. Marcellus, resigned. Mr. Gosling is an educator, since 1928 superintendent of schools in Akron and for several years chairman of the local Red Cross chapter.

Helen Kempton, who retired from the faculty of the New York School of Social Work last year to try to regain her health, lost the race. She died in January in Boston where she was under treatment.

Medals and honorable mentions were dispensed by The Parents Magazine recently for outstanding books of 1933 in the field of child care and training. Medal awards were made jointly to the Payne Fund and the Motion Picture Research Council for the nine-

volume report, Motion Pictures and Youth, and to Dr. John E. Anderson of the University of Minnesota for his work as editor of the three-volume Century Childhood Library which makes available in popular form the findings of the White House Conference. Honorable mentions went to three books: Parents, Children and Money, by Benjamin C. and Sidonie M. Gruenberg; Two to Six, by Rose H. Alschuler; and Marriage, by Ernest B. Groves.

Uncle Alec's New Job

THAT lively breeze which is a letter from Uncle Alec Johnson brought into this office the good news that the Missouri State Conference for Social Welfare has landed that indefatigable gentleman to do a series of brief articles interpreting social work which it will syndicate in local newspapers and in farm papers of wide circulation. Topics will include state institutions of various kinds, old-age pensions, indeterminate sentence, parole, probation and so on. Articles are limited to five hundred words, and, says Uncle Alec, "are not for social workers nor college graduates but for the Great Common People. I am not writing down to them but am using their vernacular. For instance when I speak of the employment of the insane I don't talk about its therapeutic value but just say that it helps them to get well. . . . I think the whole thing is going to be useful, popularizing the conference and educating the dear public. If it works as we hope there are other state conferences, especially in the Middle-West, which may well follow suit."

THE Honorary Cross of the Latvian Red Cross has been awarded to Clara D. Noyes, director of the nursing service of the American Red Cross, as an expression "of our everlasting gratitude for the great assistance of the American Red Cross to our country during the trying after-war period."

NEW YORK social workers of every faith were shocked and grieved by the death of the Rev. Thomas L. Brennock, director of the family division of the Catholic Charities of the Archdiocese of New York, which occurred on February 4 after an illness of two days. Only forty-two years old, endowed with rare qualities of mind and spirit and with a vigorous and engaging personality, Father Brennock made a lasting contribution to the social work of his day, notably in relation to cooperation between agencies of every faith. He was a graduate of Dartmouth College, of St. Joseph's Seminary and of the New York School of Social Work.

AMERICAN friends of Catherine Breshkovsky, "the little grandmother of the Russian revolution," are raising a fund in honor of her ninetieth birthday to help her support of schools which she founded in Russian Carpathia, now a part of Czechoslovakia. Contributions may be sent to Alice Stone Blackwell, 3 Monadnock Street, Boston.

THAT Harry L. Hopkins is News no one will deny, but since prophets are not without honor, etc., etc., the realization still brings a faint sensation of surprise to his old social-work cronies in New York. Even his home telephone number is News, the fact that he changes it every seven days to protect himself from exigent "customers" rating one of those cherished boxes in the New York Herald-Tribune. The New York World Telegram, after a lively account of Mr. Hopkins in action, wound up with this pen-portrait, which somehow seems to have a reverse side: "Such is Harry Hopkins, an academically trained social worker but not of conventional type, nonsentimental, realistic, free from wooziness, fast moving, humorous, interested in getting things done."

THE appointment of Forrester B. Washington, director of the Atlanta School of Social Work, as director of Negro work in the FERA and CWA, provides additional protection for Negro interests in the New Deal. Though his headquarters are in the capitol Mr. Washington is not severing his Atlanta connection.

ROBERT REDFIELD, associate professor of anthropology, has been appointed dean of the division of social sciences of the University of Chicago, succeeding Beardsley Ruml, resigned. The appointment carries promotion to the rank of professor. Dean Redfield has spent part of the past three years in Yucatan in charge of ethnological and sociological research for the Carnegie Institution. His chief scholarly interest is in defining and systematizing the scientific study of culture. He is thirty-six years old and an alumnus of the University of Chicago.

BERTRAND Brown, editor of the Milbank Fund Quarterly Bulletin and responsible for the beautiful appearance of the Fund's printed matter as well as for many other things in connection with its publicity, has resigned to go into private practice as a public-relations councilor. Edgar Sydenstricker succeeds to the editorial toga.

AFTER helping to battle a new state housing law through the legislature, New York social workers and their kindred spirits held their several breaths to see whom the mayor would appoint to the Municipal Housing Authority, which, with $25 millions of PWA funds, will tackle the business of slum clearance. Langdon W. Post, tenement-house commissioner, was named chairman. The other members are: Mary Kingsbury Simkovitch, president of the National Housing Conference and head of Greenwich House; Louis H. Pink, of the State Housing Board; B. Charney Vladeck, former Socialist alderman and general manager of The Jewish Daily Forward, and the Rev. E. Robert Moore of the Catholic Charities—on the whole a group which, everyone agrees, knows its slums if anyone does.

NEW JERSEY was the first of the states formally to swear in its new Housing Authority of which Stanley S. Holmes is chairman and Edith Elmer Wood secretary. Other members are Arthur H. Quinn and Mrs. Warren Somers.

DOROTHY Rood, R.N., alumna of Presbyterian Hospital, New York, and of Vassar and Columbia, recently educational director of the Visiting Nurse Society of Washington, D. C., has joined the staff of the New York State Department of Health as assistant to the extension secretary in the Public Health Nursing Division.

THE New York Academy of Medicine has elected Dr. John A. Hartwell to the position of director, succeeding the late Dr. Linsly R. Williams. Dr. Hartwell was president of the Academy from 1929 to 1932, and acted as director during Dr. Williams' illness. The Academy, in conjunction with other organizations, is arranging a memorial service to Dr. Williams.

"THE Alphabet Army," Margaret Reeves calls the stiff little typewriter soldiers lined up in the New Mexico Relief Bulletin under the standards, BCW, ERA and CWA. Miss Reeves combines in her competent person the executive direction of all three bodies, and how even she can keep her head while all about her. . . . The weekly mimeographed bulletin in which she reports the maneuvers of the alphabet army clearly shows that she can and does. It defines in words of one syllable the functions and limitations of the alphabetical bodies, with plenty of names and addresses for further information, gives succinct direction on what to do in a variety of what we suspect are fairly common predicaments, underscores what must be remembered in the light of rapidly changing rulings, and does it all with cheerful good nature.

> The Alphabet Army keeps moving,
> Let's all fall in line.

HARRIET JOHNSON, who died last month in Florida after several months of ill health, was an educator who, as she helped shape two "experimental schools" and patiently gathered and studied their rich materials, has served all American children of the difficult pre-school years. Working with Lucy Sprague Mitchell at City and Country School and the Bureau of Educational Experiments and more recently with the new Cooperative School for Student Teachers at 69 Bank Street, New York, she never let herself become lost in the mazes of educational research. Before all, she was the wise teacher of little children. From that gift grew the work which made her a leading American authority on nursery schools.

The Salmon Memorial

COINCIDENT with the announcement of its 1934 program, the Thomas W. Salmon Memorial Committee presented to the New York Psychiatric Institute and Hospital a bas-relief portrait of Dr. Salmon, the distinguished psychiatrist who died in 1927 in the middle of a brilliant career. The portrait, by the New York sculptor Charles Keck, bears the inscription, "Professor of Psychiatry at Columbia University, 1921–1927, Beloved Physician, Teacher, Mental Hygiene Leader, whose Vision Guided the State and the University in Placing Here this Psychiatric Institute and Hospital."

The Salmon Fund, comprising 596 subscriptions, was established in 1931, its income to provide for the advancement of those objects to which Dr. Salmon's professional career had been wholly devoted. The Salmon Memorial Lectures will be given this year at the Academy of Medicine on April 13, 20 and 27 by Dr. C. Macfie Campbell, professor of psychiatry at Harvard University. The Memorial is also subsidizing this year various research projects calculated to advance psychiatry in various fields. Persons whose research will be supported are: Muriel T. Bashlow, Massachusetts; Dr. Clarence O. Cheney, New York; Dr. Franklin G. Ebaugh, Colorado; Dr. Norman Fenton, California; Dr. John Levy, New York; Dr. Jacob Kasanin, Rhode Island; Dr. James L. McCartney, New York and Dr. Lloyd H. Ziegler, New York.

Insecurity *van Loon*

SURVEY ASSOCIATES INC.

WE COME OF AGE

By PAUL U. KELLOGG

Statement by the editor on our twenty-first year as a cooperative publishing society

1933 Reviewed **Prospect 1934**

Gold-Fish Bowl *Bruère*

THE shift from recession to recovery has thrown on Survey Associates a new load of exacting, exciting work which puts our whole scheme to the test. However any of us may regard the moves at Washington, they represent a change of gears. Instead of stalling and reversing, they have set action going and opened up the underlying issues of our industrial civilization. Developments are breaking altogether too fast for conventional research; are reaching too deep for adequate assessment in the daily press. Such a period of change lends itself preeminently to that combination of swift first-hand inquiry and arresting interpretation which has been demonstrated by Survey Associates. These months are throwing assignment after assignment our way, to search out, observe, assess and exhibit.

In the period of drift, we could from our editorial desks mass evidence that visualized unmet needs; we could tap the slow findings of research in ways that gained a hearing for them. But now, in this period of experimentation and controversy, more and more field-work of a flexible sort is called for to show what's afoot, ventilate what's left undone, and throw long-range outlooks forward. Such specific assignments take time; call for first-hand observation; require money, if small in comparison with the huge sums that go into research. We have our headquarters staff to deploy to a limited extent if we can find traveling expenses. Outside writers and experts, catching the spirit of our team play, meet us half way in taking on such commissions. It is for this exploratory work, above all, that we need new backing now.

WE ARE interpreters, then, of concepts and concerted action in a period of change, in the hope that that interpretation will help make sense out of what is going on in American life.

The United States began as a wilderness—then a thin carpet of frontier settlements spreading westward, then an agricultural commonwealth, then an industrial nation; and now as a people, with our powers as growers and makers expanded as never before, we find ourselves thwarted as users and pursuers of happiness.

As one epoch has given way to another, there has always been waste and strain due to the slowness with which human brains and social institutions adjust to change. Survey readers and members were alive to seamy sides of our post-war "prosperity" toward which the general public was indifferent. The depression has brought the need for action home on every hand. As result we are in for many inventions; and, after our American bent, for trial and error, for inconsistencies, divergencies and clash. You and I may differ as to how significant or real current changes are, but in any company we can be sure to be struck by the shiftings in attitudes on the part of our friends. There are those whose liveliest anxiety is to hold fast; those who want to accelerate and direct change; those in both camps who resent the other fellow's ideas and want to see things handled within the framework of their own.

In conserving the reach of our publications among people of differing minds, the day's mail confronts the editorial staff of a cooperative society like ours with a problem as old as common carriers though we encounter it in terms of the motor age: how to keep from skidding or sticking in ruts; how to meet the pace of new times. All the more reason for streamlining those very Survey procedures which have stood up in the past to situations charged with conflict. We are out to assay developments first-hand, swiftly, but with chance for criticism in advance of publication by parties at interest and for rebuttal of our findings once they are published. We give those who are responsible for new moves a chance to set forth what they are up to and then throw wide the door to their critics. We endeavor to keep open house to espousals and judgments however they differ. And through it all, the thrust of that "organized curiosity" that serves as an entering wedge for understanding.

WITNESS our twenty-first annual meeting in February, which in the midst of a hotel strike in New York came to rest at the Aldine Club where, fifteen years ago, just after the Armistice, Survey Associates held our three-day Reconstruction Conference. Then we met to consider how some of the organization and energy, stimulated by the war and released by the peace, could be put to work at home, and how we might play a part in refocusing it. Now we were met to consider how far purposes and energy, jolted loose by the hard times, had been organized in the first twelve months of the Recovery Program, to forecast developments, and again to ask what part we might play in appraisal and interpretation. Harold L. Ickes, secretary of the interior, and for twenty-one years a Chicago member of Survey Associates, set forth the Social Implications of the New Deal from his post as federal public-works administrator. For at least as many years as Survey Associates is old, S. K. Ratcliffe has made his tours of the United States as observer no less than as lecturer. Here, as an English sociologist, he gave his critique of the American attempt to find a "positive alternative to the two great compulsive systems now contending for the mastery of Europe." And Mrs. August Belmont, as a leader in the great fund-raising, work-giving voluntary formation that bore the brunt of relief in New York in the earlier stages of the depression, made her convincing plea that we should lay an endur-

ing basis for security through a national system of unemployment insurance.

AT OUR twentieth annual meeting the year before, our anniversary speaker, Prof. Felix Frankfurter, had called The Survey "the crow's nest of American society." In the succeeding twelve months events crowded thick and fast on the forecasts made at that meeting, which had less to do with history than with the opportunity we faced. Yet to go back four years, none of us foresaw the difficulties they would bring to educational or publishing undertakings (we've been doubly hit); much less the unexampled suffering due to mass unemployment and the extraordinary efforts to cope with it. Throughout the depression years, it has been at bottom the participation of the reader-members of Survey Associates which has enabled us to overcome those difficulties and maintain our service to the emergency. And it has been something of a miracle that we have kept our cooperative organization fairly intact, have held four fifths of our subscription list, and have made new headway in the midst of the downs and ups of the last twelve months.

With the bank holidays in the winter quarter to hinder the year's start in 1933, we experienced shrinkages of $11,000 in publishing revenue under the 1932 level—hitherto our worst year. We managed to offset them by carrying retrenchments to new "lows" in size of issues, payroll and investment in new circulation. By redoubled efforts, expenditures totaling $142,765 for the twelve months (as against $159,860 in 1932) were met by publishing revenue, memberships, contributions and grants—with $63 to spare!

We entered 1934 with something over five hundred members pledged in advance to our common work. We entered it with The Midmonthly Survey established as a separate journal of social work, one of the few mediums of exchange to reach and fortify those who are up to their elbows in emergent help. And we entered the new year with new resiliency in the response to the foraging of Survey Graphic.

Last September our circulation reached its lowest ebb during the depression; and on January 1, 1934 our combined stencil count of paid subscribers (Midmonthly, Graphic and joint) stood at 21,671 against 22,944 on January 1, 1933. But that is only part of the story. From September on we had made a net gain of 1806, as against a net loss of 728 in the same period last year. And our field work for joint subscriptions, directed by Mollie Condon, circulation manager, has a fifteen months' record which excels anything in our history.

With these gains, our fortunes hang on whether we can muster the necessary backing in the months ahead. For measured either in terms of difficulty or opportunity, our situation transcends that of any earlier year.

ONE way to trace the web of work that runs through our issues is to single out certain major fields. Here in anticipating developments or in seeking to emphasize social and economic needs, we often employ a special number of Survey Graphic to break ground. Thus:

I Medical Economics—1927 and after (page 99)

Here we brought out a special number, The Cost of Health, January 1930. But this was in sequence to 1927, when we published the first series of articles on the subject handled by any magazine (by Michael M. Davis, now of the Julius Rosenwald Fund). This was in advance of the five-year program of the Committee on the Costs of Medical Care, whose work and findings we followed through as did no other lay journal.

II Unemployment and relief—1928 and after (page 99)

Throughout the four years of depression we have based our chief work in measuring needs and interpreting developments on the exploration that went into our special number, Unemployment and Ways Out, brought out in April 1929, six months before the stock-market crash. That had been anticipated by earlier articles in the winter of 1928.

III Recovery and Reconstruction—1932 and after (page 101)

Since last June we have been assessing and following through developments under the National Recovery Act and related measures—leads with us which go back to another special number, When We Choose to Plan, March 1932, which attempted for the first time to bring the concept of social-economic planning to earth in the industrial landscape of the United States.

This "lap-ahead awareness" was cited by the Executive Group and Awards Committee of the (national) Social Work Publicity Council when last June they commended Survey Associates for focusing our "lenses on the social-economic world from intelligently selected points of vantage"; and designated Survey Graphic as the "outstanding contribution to social-work interpretation in 1932–3."

In commenting on the award, the St. Louis Post-Dispatch called it a "merited distinction for a forward-looking and, in these times, particularly useful publication," and went on:

Survey Graphic is recording and interpreting the changes now taking place in the social order with, to employ a phrase of the council's award committee, "a sensitivity unusual even to itself." Wages, working conditions, unemployment, relief methods, housing, public works—all its topics are of special interest. It may not have a large circulation, but it reaches readers whose work and counsel have won increasing respect in the last several years. Like the famous editorial comment of E. L. Godkin, the articles in Survey Graphic influence persons of influence. . . .

RECENT letters from two college campuses, from economists who wish to bring out source books and find The Survey their best quarry, are testimony from one angle to the original work we are attempting; while from another angle comes evidence that the fields we traverse have become central to public interest. Twelve times a year a Committee of Librarians appointed by the Franklin Square Subscription Agency, lists Ten Outstanding Articles of the Month. Survey Graphic scored twice in August, three times in September. Here, in the adjoining box, in competition with the general periodicals, is our tally for the year—one which gives clues, also, to fields not touched on in this summary—such as the commission of social appraisal Dr. Alice Hamilton of Hull-House and the Harvard Medical School undertook for us in Nazi Germany.

AMONG THE "10 OUTSTANDING"

January—Social Trends Digest, edited by Mary Ross
February—Work and Worklessness, by Samuel S. Fels
March—What We Confront in American Life, by Felix Frankfurter
June—Debts—Barriers to Recovery, by Evans Clark
August—Planning in Place of Restraint, by Robert F. Wagner
Bouncer of the Bluebird Inn, by Herbert B. Ehrmann
September—Labor Under the NIRA, by Lewis L. Lorwin
Museums of the Future, by Otto Neurath
Below the Surface in Germany, by Alice Hamilton, M.D.
December—The Goal of Government, by Walter L. Whittlesey

I. Medical Economics

IN LATE 1932, the Committee on the Costs of Medical Care brought out the reports, majority and minority, which gave the upshot of a five-year program of research. Not only was there division in recommendations, but no adequate provision had been made to carry forward a process of professional or public education as to the findings, much less to put them to work in the arena of action. Three national foundations, the Milbank Memorial Fund, the Julius Rosenwald Fund and the Twentieth Century Fund, have moved into this vacuum from three distinctive angles.

Meanwhile our December 1932 Survey Graphic was a semi-special number interpreting the CCMC reports; and in the year succeeding we followed through with a series of articles, making them a major charge on space and staff time:

CONSUMERS OF MEDICAL SERVICES—by James P. Warbasse, M.D. (January 1933 Midmonthly.)

MEDICAL CARE ON RELIEF FUNDS (February Midmonthly.)

SHALL WE AFFORD HEALTH—two supplementary CCMC studies appraised by Mary Ross (March Graphic.)

WANTED: A NATIONAL CENTER ON MEDICAL COSTS AND CARE, by Richards M. Bradley (March Midmonthly.)

ORGANIZED ACTION IN MEDICAL CARE—a swift survey of significant trends and experiments the country over; breaking away from the recapitulations of the shortcomings and wastes in the provision of medical care; and presenting changes in medical service, and in methods of paying for it, which have taken head; by Michael M. Davis (April Graphic.)

SECURITY, by Albert J. Milbank (April Midmonthly.)

WHEN RELIEF INCLUDES MEDICAL CARE, by H. Jackson Davis, M.D. (April Midmonthly.)

KEEPING DOCTOR AND PATIENT TOGETHER, by Mary Ross (June Midmonthly.)

CRISIS IN THE HOSPITALS, by Mary Ross; a staff article contrasting the empty beds and vacant floors of private hospitals (stripped of income), with the aisle beds, clinic queues and congestion of the public hospitals (July Graphic.)

I THINK I'D BETTER CALL THE NURSE, by Mary Ross; a primary lesson for emergent relief workers as to health resources and procedures for engaging them (July Midmonthly.)

DOLLARS AND LIVES, by C.-E. A. Winslow, Yale Medical School; a spirited handling of the crisis in public-health administration throughout the country; which has wrecked years of work in some states and menaces the progress of the past three decades (August Graphic.)

DESIGN FOR NURSING, by Anne Scott; a nurse canvassing the viewpoints of club women, patients and community (September Midmonthly.)

CHILD HEALTH AND RECOVERY, by Grace Abbott, chief of the US Children's Bureau; an interpretation of the critical conditions throughout the country which prompted the calling of a national conference by Secretary Perkins (October Midmonthly.)

UNCLE SAM AND MEDICAL CARE, by H. Jackson Davis, M.D., consultant in medical care, Federal Emergency Relief Administration (October Midmonthly.)

EVERY BED A SCHOOL, by Beulah Weldon Burhoe, secretary, After Care Committee, National Tuberculosis Association (October Midmonthly.)

THE CASE OF THE CHRONIC SICK, by E. M. Bluestone, M.D., director, Montefiore Hospital for Chronic Disease, New York (October Midmonthly.)

HEALTH PLAN FOR THE NATION, by John A. Kingsbury, secretary, Milbank Memorial Fund (November Midmonthly.)

HOW THE OTHER HALF LIVES ON RELIEF, by a Henry Street Visiting Nurse (November Midmonthly.)

Our new year began with gathering up these strands into a skein—HEALTH INVENTORY: 1934—a staff article by Mary Ross, associate editor (January Survey Graphic.) In the new year we are expanding the caliber of this work in the health field. We have embarked on a new formula—a semi-special in April, leading articles during succeeding months, and early next winter a special; all devised to dramatize the opportunity and need for national health planning within the framework of any thorough-going social reconstruction. The near bankruptcy of public-health departments the country over, the plight of the hospitals, the smashing impact of findings on the need for sickness insurance, and the tense lines drawn between vested interests and health services, are telling evidence of the liveness of the issues involved. The sheaf of articles leading off our April Survey Graphic is exhibit A.

II. Unemployment and Relief

HERE our most considerable contribution has been through the pages of The Midmonthly Survey. Under the spur of situations and activities, countrywide and urgent, its old departmental set-up has given ground to "leaders" with almost the quality of spot news, to demonstrations, swift inquiries and searching discussions of policy not only in the practice of social work, but with respect to forces conditioning it.

The first half of 1933 witnessed the more complete shift from private to public shoulders of the burden of crisis relief. They yielded a new alignment of relationships—federal, state, local, along lines kindred to those staked out by social workers eighteen months before at legislative hearings and in the pages of The Survey. What emerged at the special session called by President Roosevelt was the assumption of national responsibility co-extensive with the national need, but linked with a procedure at the hands of the federal administrator, Harry L. Hopkins, and his associates devised to reinforce rather than supplant local resourcefulness. Month by month registered gains in belated organization. The situation took on new integrity. In mid-fall came the promising rise of Civil Works; in mid-winter its devastating recession; and all the complicated problems of organization and administration involved in attempting to meet by makeshifts the stresses which, in the fifth year of depression, we still regard as emergencies. Meanwhile in the stripped and bruised existence of individual men, women and children, the disillusionment and bitter recoil of groups of unemployed, we are paying the preventable cost of proceeding without a basic plan of security—such as, for example, England affords through her system of unemployment insurance, transitional benefits and local public assistance, linked with a parallel system of Labour Exchanges.

Through it all The Survey has canvassed and exhibited needs, assessed and compared proposals, interpreted and criticized performance. It is needless to recapitulate the articles and materials we have handled, but the following sequence down the main line of action will serve as illustrations:

JANUARY (Midmonthly): THE STATE KEY TO RELIEF—a challenge to forty legislatures, by Newton D. Baker, chairman of the National Citizens Committee for the Welfare and Relief Mobilization of 1932. The fall money-raising campaigns had focused on voluntary contributions. With the drives over, with the inadequacy of private funds to carry the load, laid bare; and with federal funds still in the form of loans to states, the campaign leader came forward with a call for public action and appropriation, city by city, and state by state.

JANUARY (Midmonthly): THE AMERICAN RELIEF CARAVAN —an interpretation of Senate hearings on bills which called

for a coordinating federal system, by Walter M. West, executive secretary of the American Association of Social Workers. Facts as to neglected areas, as to periods when relief broke down in large cities, and as to widespread suffering where standards fell short in rents, fuel, medicines and even food were marshalled by responsible executives. No action resulted at this short session.

MAY (Midmonthly): A New Relief Deal—appraisal of legislation before the new Congress, creating a Federal Relief Administration, providing for grants instead of loans, and authorizing powers of supervision and instigation—the turning point in national responsibility; by Joanna C. Colcord, director, Charity Organization Department of the Russell Sage Foundation, and author of a memorandum on administrative provisions, on which the bills in 1932 and 1933 were based.

JUNE (Midmonthly): Get Help Through—the primary charge on the new federal relief administration, by Paul U. Kellogg, editor.

JULY (Graphic): The New Deal and the Old Dole—a staff appraisal of the moves by which the new federal administration buckled into its task; the issues and situations it faced; based on a week in Washington in the formative period when emergency policies were taking shape and the relations of the Washington office to a functioning state, county and city administrative structure were broached, by Gertrude Springer, associate editor.

AUGUST (Midmonthly): Two Months of the New Deal in Federal Relief—an appraisal of policies, rules, standards, by Russell H. Kurtz, Charity Organization Department, Russell Sage Foundation.

OCTOBER (Midmonthly): The Chests in a Recovery Year—a survey of the ground before the national mobilization for human needs, by Gertrude Springer, associate editor.

OCTOBER (Midmonthly): On the Governors' Doorsteps—the fifty-three clients of the Federal Relief Administration: (forty-eight states, four territories and the District of Columbia), by Russell H. Kurtz.

NOVEMBER (Midmonthly): A Job-Line that Cost $28 Million, by William H. Matthews, director, Emergency Work Bureau, New York.

DECEMBER (Graphic): Brothers Keepers, by Gertrude Springer—the genesis of our measures of public relief and protection.

DECEMBER (Midmonthly): Relief from Relief, by Russell H. Kurtz—the launching of the Civil Works program.

And in the New Year:—

JANUARY 1934 (Midmonthly): Out of Depression: Relief as a Business Man Sees It, by Edward L. Ryerson, Jr., president, Council of Social Agencies, Chicago, former chairman, Illinois Emergency Relief Commission.

FEBRUARY (Midmonthly): An End to Civil Works, by Russell H. Kurtz—an analysis of the changed policies and what lies back of them.

MARCH (Graphic): Civil Works, Cash Relief and Unemployment Insurance—the settlements make their challenge.

MARCH (Midmonthly): For Welfare and Security, by Gertrude Springer, associate editor. The American Association of Social Workers on cash relief, civil works, public works, housing, taxation, employment services, poor laws, transients, unemployment insurance, child labor. Recommendations. The President's new relief policy.

APRIL (Midmonthly): Right-About Face, by Joanna C. Colcord—the new relief policies assessed.

MAY (Graphic): X Equals?, by Gertrude Springer—a searching stock-taking of the content and results of our emergency moves in dealing with mass unemployment.

Emergency Information Service

Throughout the last fifteen months, in collaboration with the Charity Organization Department of the Russell Sage Foundation, we have carried Unemployment and Community Action, a special department in the Midmonthly, edited by Joanna C. Colcord and Russell H. Kurtz, which has met with appreciative response among public officials and social workers, executives and members of citizens' committees. Up to date and practical, it has been invaluable in warning of missteps and failures, and in exchanging ideas and methods.

Emergency Workers

Our service to executives and experienced workers has been paralleled by a service to what might be called novices. Relief operations have called in from other vocations great numbers of inexperienced workers and committee members and The Midmonthly Survey has served as a medium for supplementary education. Our field workers during the year enlisted (at approximately the publishing costs) over two thousand new readers among them. This means more than that many new subscribers; it means helping to engage and equip recruits to the enduring body of social work.

To meet their needs, we have carried a series of deft articles (Miss Bailey Says), especially geared at such newcomers, to help prepare them to meet situations and make the quick decisions demanded when case loads are unwieldly and supervision limited. These are by Gertrude Springer, our associate editor in the field of social practice. Here they are.

MISS BAILEY SAYS:

When the Client Has a Car	March
Are Relief Workers Policemen?	April
What Price the Food Order?	May
How We Behave in Other People's Houses	June
I Think I'd Better Call the Nurse (by Mary Ross)	July
When Families Won't Behave	August
Thank You Officer, We Can Manage	September
What? Clients With Bank Accounts!	October
Children Must Live Their Own Lives	November
When Hidden Resources Turn Up	December
Big-Hearted Clients	January 1934
Big-Hearted Public	February
Publicity, Sweet and Sour	March
Clients Under the Codes (by Beulah Amidon)	April

The response has been so cordial to the articles as carried in The Midmonthly Survey that we have continued them, issued and reissued them in pamphlet form. More than seven thousand copies have been circulated to date, and we are about to bring out a second series. The whole process has been a foray in social education among a new group of citizens.

Community Programs

In March, we gave up an eight-page section in the Midmonthly to what we regarded as "the most integrated and significant piece of group thinking on the situation confronting the industrial cities of America in the fourth year of the depression." This was the Seven-Point Plan for the Treatment of Unemployment, formulated by a committee appointed by the Community Council of Philadelphia and summarized by Kenneth L. M. Pray, director of the Pennsylvania School of Social and Health Work.

The committee met over a period of months at University House and was made up of persons responsible for various aspects of unemployment-relief administration, and of specialists in unemploy-

ment insurance, public works and allied subjects. The fields covered were relief, public works, unemployment reserves, public employment exchanges, unemployment statistics.

While we have endeavored to throw shafts of light on national developments, we have thus turned our lenses on both constructive and critical situations in given communities. Whether real help gets through to the individual depends on the local unit.

Employment Services

TURNING to a field neighboring that of relief: The United States came into the depression without an effective national system of employment exchanges, comparable to those of other modern industrial nations. We had scattered state and city systems, and a residual federal system, the ghost of the old wartime service. This was expanded in 1932 by Secretary Doak on funds intended for the vetoed Wagner Federal-State Employment Service Bill. The Wagner Bill was in line with recommendations which for ten years had hung fire since the President's Unemployment Conference in 1921.

During the depression three demonstration centers were instituted under cooperative auspices. If the United States were to be ready with any modern system of labor placement when recovery came, here was a field which needed attention. We made it a major charge on our plans; and in no field have we felt that energy expended counted for so much:

"Employers and Workers Wanted"—a new sign hung up in five American cities; staff investigation carried out in Rochester, Minneapolis and Philadelphia by Beulah Amidon, associate editor. This was the first disinterested appraisal of the demonstration employment centers which had been made possible by foundation support, public grants and local resources; and which indicated the lines along which development might proceed (February Graphic.)

Instead of a System—an appraisal of the Doak reorganization of the federal employment offices, by Ruth M. Kellogg. This was an investigation carried out on our instigation under the Social Science Research Committee of the University of Chicago. Negatively, these findings exhibited glaring inefficiency and political manipulation of a sort which aided the new administration in wiping the slate clean; positively, they were of constructive use in launching the new service, inaugurated with the passage of a new Wagner bill at the special session (March Graphic.)

The Little Green Card—the combination of work lines and benefit lines in the British Labour Exchanges of which we have no match; based on a comparative study of American relief and English unemployment insurance, by Helen Hall, chairman, Unemployment Division, National Federation of Settlements (May Graphic.)

Back to Work, by Beulah Amidon, associate editor, illuminating such points of attack as the Federal-State Employment Service Act, the public works and industrial code sections of the National Recovery Act; against the mixed results of such earlier undertakings as the spread-the-work movement (July Graphic.)

And in the new year we have reexplored the vein opened up twelve months before and interpreted plans and beginnings under the new federal-state-local system:

The Route Back to Work, by Beulah Amidon, associate editor, setting forth the plans and first accomplishments of the new US Employment Service, established under the Wagner-Peyser Act, and of the Emergency Reemployment Service superimposed upon it; based on a week in Washington (March Graphic.)

Paralleling this handling of employment services, we have followed through proposals, plans and setbacks in movements for unemployment insurance, which are gathering fresh momentum in the new year.

III. Recovery and Reconstruction

PROFESSOR FRANKFURTER'S anniversary address on What We Confront in American Life, given at our twentieth annual meeting in early February 1933, and published in the March Survey Graphic as the Roosevelt administration came in at Washington, raised our curtain on the new stage of things. But first, we began our year with a dramatization of findings expressive of the research bent of the retiring administration. This was a special number of Survey Graphic, Age of the Auto, edited by Mary Ross, visualizing the report of President Hoover's Research Committee on Social Trends, and synchronized with the issuance of the volumes (January 1933.) The work of digest was in the hands of Mary Ross, associate editor, the visualization in those of Florence Loeb Kellogg, art editor. The edition, of 27,750 copies, sold out so rapidly that the whole issue was photostated and 3000 reprints run off. Some 2650 copies were ordered by educators for classroom use. This number, together with the semi-special the month before in which Dr. Emerson and Miss Ross handled the final reports of the Committee on the Costs of Medical Care, was specifically cited by the Social Work Publicity Council in making its award.

An admirable piece of work. Hornell Hart, Bryn Mawr.

My great appreciation of its skill. Jessie W. Chartres, chairman, Adult Education department, College of Education, Ohio State University.

I don't know that I have ever seen that sort of thing so effectively handled. Helen W. Atwater, editor, Journal of Home Economics.

A knockout. J. S. Burgess, Temple University, Philadelphia.

Gives edible portions of the report and stimulates the appetite for all of it. William Hodson, public welfare commissioner, New York.

A tremendously difficult thing, organized and expressed in capsule. Ira S. Wile, M.D.

A collosal task and an excellent job. Edward Eyre Hunt, executive secretary, Social Trends Committee.

And a great sheaf of others.

OUR major series of the first half-year lay in the field of social-economic planning we had broached the winter before. It was the work of Samuel S. Fels, the liberal Philadelphia manufacturer, who applied his experience in stabilizing his own industry to the larger stage of a planned economy. The articles were drawn in advance from his book (This Changing World, Houghton Mifflin), and gave our readers a broad-gauge view of the situation confronted by the framers of the Recovery Act. As carried in Survey Graphic and widely quoted in the press:

Work and Worklessness	February
Discoveries in the Backward Field of Consumption	March
Planning for Purchasing Power	April

Similarly, but after the event, we illuminated the social possibilities inherent in the original venture in regional planning launched by the new administration:

Tennessee: Seed of a National Plan, by Benton MacKaye—the arresting proposals of a regional planner who as a forester in the administration of Theodore Roosevelt, first envisioned the possibilities of this region in a report to his conservation chief. (May Graphic.)

Two semi-specials were brought out in the spring:

MINDS MADE BY THE MOVIES: interpretation of the findings of the Educational Research Committee of the Payne Fund; leader, by Arthur Kellogg, managing editor—May Survey Graphic. Edition, 24,500.

A flood of light thrown on one of the most difficult problems now confronting those who deal with youth. E. Marguerite Gane, executive secretary, Children's Aid Society, Buffalo.

Should be read by every parent, every teacher, every school principal, and every other person having to do with the care and training of children. Clare Tree Major, director, Children's Theatre.

Congratulations. Ella Phillips Crandall, secretary, Payne Fund.

Clear and convincing. Herbert M. Gates, Congregation Education Society.

Suggest that you make a million reprints and get them in the hands of the Parent Teachers Association. Kendall Weisiger, Atlanta, Ga.

And many more of the same sort.

DEBTS, BARRIERS TO RECOVERY: digest and interpretation of the findings of a Twentieth Century Fund study; leader, by Evans Clark, director, with six boxes condensing individual reports—June Survey Graphic. Edition, 24,000.

The most instructive article published recently. Every man in America should read it. Floyd M. Malkemus, Detroit.

So big and important that the purpose is here to send the reader to the June Survey Graphic or direct to "The Internal Debts of the United States (Macmillan)". R. W.—Our Own World of Letters, Editor and Publisher.

This last was not only a swift piece of interpretation on our part. It was based on a swift piece of investigation; an intricate situation laid bare by a team of experts within the compass of a few weeks.

WITH the passage of the recovery bills, our editorial program shifted even more fully into the field of action. As Leon Whipple put it at staff meeting at mid-year, the great news lead lay in the efforts concerted for revival. The newspapers would be handling hearings, codes, and current events as front-page news. The general magazines would be handling general articles. How could we provide a distinctive service in Survey Graphic, we asked ourselves. Possibilities were discussed at staff and board meetings, and canvassed with outside experts. The editor spent a week in Washington in July, when four of our first authors were on the ground. Plans for the half year took shape as follows:

A. A series of first-hand "vertical" shafts of inquiry and interpretation, dealing with developments in each of half a dozen KEY INDUSTRIES. Not only is the recovery program likely to stand or fall on the outcome in these industries; but they should yield clues as to whether in the long run American initiative can bring into balance our leaping productive capacities and our laggard powers to earn and consume the output.

B. "Horizontal" appraisals. Articles exploring the fiscal, economic and human settings of what is afoot, illuminating factors which run through the whole situation, portraying special projects and reckoning with things done and left undone.

C. Proposals and forecasts reaching beyond the experimental period; together with a special number, closer into individual outlooks and taking to heart what people have learned from the four years of depression—what they envison out of it.

The plan did not ignore policies with respect to inflation, banking, securities, farm relief, railroads, and so on, entering into the New Deal; but focused on the fields with which Survey Associates have been chiefly concerned—where people work, earn, spend, save, enjoy and live.

Key Industries

OUR shafts of inquiry and interpretation in certain major industries proved an assignment of a sort which has not been duplicated by any other publication in assaying how national policies pan out close to the ground:

COTTON TEXTILES FIRST—Our Oldest American Industry Steps Out, by Henry P. Kendall, president of the Kendall Company, with mills in the North and South, and an insurgent among employers. September Survey Graphic

STEEL AND THE NRA, by John A. Fitch, author of The Steel Workers (Pittsburgh Survey,) based on his twenty-five years study of the industry, his presence at the code hearings, and his share of the research that went into them. October Survey Graphic

CHAOTIC COAL, by Merle D. Vincent, former vice-president of the Rocky Mountain Fuel Company, and long-time associate of Josephine Roche in the outstanding demonstration of union-management cooperation in mining. November Survey Graphic

OIL AND THE NRA, by William O. Thompson, former law partner of Clarence Darrow, former president of the American Cotton Oil Company, one of the founders of the Amalgamated (labor) Bank in Chicago, and an expert in industrial negotiations. January Survey Graphic

In 1934, similar assignments are scheduled in the garment trades, autos, and so on.

AS illustrations of horizontal appraisals of issues running through the whole landscape of recovery take:

LABOR AND THE NIRA, by Lewis L. Lorwin of Brookings Institution, bringing his research study of the AFofL to bear on the problems ahead in industrial relations. September Survey Graphic

FORGOTTEN CONSUMERS, by Prof. Frank A. Fetter of Princeton University, author of the Masquerade of Monopoly, whose thesis is that the consumer is not only forgotten; he is bound by the very philosophy and practice of the NRA to be exploited. November Survey Graphic

Both labor and consumer leads are "majors" in our new year.

OR leaving the industrial field, take articles which illuminated the contemporaneous trap in which our urban areas have been caught, and the moves to grapple with such factors as taxation and housing:

SINKING SLUMS, by Henry Wright, architect and regional planner, identified with the development of the garden city, Radburn, and the housing projects of the Buhl Foundation in Pittsburgh—based on his experience, and recent field trips in this country and abroad. August Survey Graphic

THE CHANCE TO REBUILD THE U. S. A., by Loula D. Lasker, staff report of the national conference at Cleveland which broached new lines for action. August Survey Graphic

WHY CITIES ARE BANKRUPT, by Edward M. Barrows, assistant editor of the National Municipal Review; reviewing the crippled public services due to the burden of unemployment relief, the actual failure of local governments to find enough hard money to pay their employes, and the crop of restless taxpayers who are bound that taxes shall go down. November Survey Graphic

IN the new year we are matching our series on economic planning in key industries with articles interpreting regional plans. In the January Survey Graphic, Chairman Arthur Morgan of the Tennessee Valley Authority began an

informal log of problems, pitfalls, performance in this great test-tube. This was followed in February, by Secretary Ickes' presentation of the larger canvass of the Mississippi Valley committee. It is a "water" color if you will—ranging over its wide watershed wherever erosion, navigation, power and kindred factors enter into what Herbert Croly called, The Promise of American Life. Later we shall bring out an even more dramatic visualization of a region—this time Mid-America—with Chicago: the Second Century, as the theme of a special number in collaboration with the Social Science group at the University of Chicago.

Forecasts

AND as a third dimension, our articles of forecast and proposal, take these:

THE EIGHTH ADVENTURE, by Prof. Harry A. Overstreet; a new perspective on the task ahead of the nation, against the background of seven disappointments which our history books have so largely overlooked. August Survey Graphic

SEASONAL UNEMPLOYMENT: A Special Case for Economic Planning, by M. C. Rorty, who projects his practical experience as one of the chief executives of the AT&T to the problems of stabilization confronting us in mining, building and "caprice" goods. August Survey Graphic

AFTER NIRA—A LASTING RECOVERY, by Albert L. Deane. The president of the General Motors Holding Corporation set forth ways in which the industrial set-up under the NRA might be articulated to his long-range plan for stabilizing work and sustaining consumption. October Survey Graphic

Our December Graphic was a special number, MINDS ON THE MARCH, again edited by Mary Ross, and affording, in its forays into the future, an engaging foil to the Social Trends digest with which the year began. Here is what the Editor and Publisher of December 9 said of it:

The December issue of the Survey Graphic is another of those special numbers so well worth reading and study and so often commended on this page to editorial writers and to all who are at all interested in contemporary social and psychological states. This number is built around a grand journalistic idea: What Have We Learned from Hard Times? It centers on a personal experience story: Hard Times Hit a Family, by B. Gordon Byron, who in 1930 was getting $100 a week for advertising copy and sales promotion work on books—and this year is glad of $20 a week for keeping records for a county emergency work bureau, because it is a regular income. One of his lessons is the need of a regular income. . . . The rest of the issue is less personal—a more general inventory. Stuart Chase's article, Is There Enough To Go 'Round? measures our national assets by their serviceability—a variation of the Technocracy survey. Even if you don't like Mr. Chase, I'd advise you to clip this article: there is meat for many editorials in it —pro-Chase or anti. A. A. Berle, Jr., of the reigning Brain Trust, writes on The Law and the Social Revolution, tracing the theory of the National Recovery Act to Supreme Court Justice Brandeis's dissenting opinion in the Oklahoma Ice case, and hoping that our social revolution ("inevitable since the Russian Revolution of 1917") will produce advance and progress not only in legislation, but in the field of judicial decision. Professor Whittlesey of Princeton in this same number of the Graphic discusses wittily and wisely The Goal of Government. Dictatorship is merely omitting friction; and "it never yet cured a hot-box". "After twelve years of negation and drift . . . today government exists and is in action—the greatest single gain ever scored in our politics." "Far too many of our most effective organs for forming opinion have hitherto been allied with the barons, with those who had something to give." And be sure to look at the other articles in this copy of Survey Graphic. There are others just as important as those named here.

Survey Associates, Inc.

112 East 19 Street, New York

a membership corporation, chartered November 4, 1912, without shares or stockholders, under the laws of the State of New York.

"to advance the cause of constructive philanthropy by the publication and circulation of books, pamphlets and periodicals, and by conducting any investigation useful or necessary for the preparation thereof."

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How We Came Out in 1933

Condensed Statement — All Operations

Revenue		
Contributions	$68,278	
*Less Allocations	8,410	
Net Contributions		$ 59,868
Publishing Revenue		82,980
Total Revenue		$142,848
Surplus for the year		63

Expenses		
Association Account		$ 32,643
Publishing Accounts (combined)		
Circulation Investment	$26,378	
Publishing Maintenance	83,764	110,142
Total Expenses		$142,785

How We Entered 1934

Summary of Funds, Dec. 31, 1933

	General	Graphic Founders	Foreign Service	Combined
Surplus Dec. 31, 1932	$137	$26	$225	$388
Unfulfilled Pledges	290	...	....	290
	($153)	$26	$225	$ 98
Surplus for the year 1933	251	37	(225)	63
Surplus Dec. 31, 1933	$98	$63	....	$161

ASSOCIATION ACCOUNT

Contributions			Expenses		
GENERAL FUND			Administration (1/3)		$ 5,674
Total Memberships	$23,925		Membership and Finance		8,833
Other Contributions	18,563		Editor's Office (½)		5,753
Total General Fund		$42,488	EDITORIAL-RESEARCH DESKS		
DEPARTMENTAL FUNDS			Industry	$2,633	
Industry	$ 2,475		Foreign Service	1,860	
Foreign Service	1,635		Health	3,325	
Health	665		Social Practice	2,347	
Social Practice	220		Education	1,874	
Education	170		Communities	343	
Communities	75				12,382
Total Departmental Funds		5,240	Total Association Account		$32,642
General and Departmental combined		$47,728	PUBLISHING ACCOUNTS		
MIDMONTHLY FUND		2,000	Appropriations		
GRAPHIC FOUNDERS FUND		18,550	To Midmonthly Survey		
			From Midmonthly Fund	$2,000	
			From General Fund	6,715	8,715
			To Survey Graphic		
			From Graphic Founders Fund		18,448
			*Allocations		8,410
			Total Contributions needed		$68,215
			Surplus for the year		63
Total Contributions received		$68,278			$68,278

PUBLISHING ACCOUNTS

I. MIDMONTHLY SURVEY

Revenue			Expenses		
Joint Subscriptions			Administration (1/3)		$ 5,674
New	$15,124		Editor's Office (¼)	$2,877	
Renewals	29,774		Editorial	7,645	10,522
(½)	$44,898	$22,449	Manufacturing		9,036
Allocations (½)*		4,205	Subscription Routine (1/3)		3,352
Midmonthly Survey Subscriptions		2,597	Advertising		1,742
Sales		302	Total Publishing Maintenance		$30,326
Total Circulation Revenue		$29,553	Circulation Investment		
Advertising		1,658	Joint Subscription Extension (½)	$8,946	
Jobbing (½)		(143)	Midmonthly Promotion	904	9,850
Discounts Earned (1/3)		393			
Total Publishing Revenue		$31,461			
Appropriations					
From General Fund	$6,715				
From Midmonthly Fund	2,000	8,715			
Total Revenue		$40,176	Total Expenses		$40,176

II. SURVEY GRAPHIC

Revenue			Expenses		
Joint Subscriptions (½)		$22,449	Administration (1/3)		$ 5,674
Allocations (½)*		4,205	Editor's Office (¼)	$ 2,877	
Survey Graphic Subscriptions			Editorial	12,220	15,097
New	$5,695		Manufacturing		16,728
Renewals	7,314	13,009	Subscription Routine		6,704
Sales		1,068	Sales		725
			Advertising		8,510
Total Circulation Revenue		$40,731	Total Publishing Maintenance		$53,438
Advertising		8,844	Circulation Investment		
Jobbing (½)		(143)	Joint Subscription Extension (½)	$8,946	
Discounts Earned (2/3)		786	Graphic Monthly Promotion	7,582	16,528
Royalties		1,300			
Total Publishing Revenue		$51,518			
Appropriation					
From Graphic Founders Fund		18,448			
Total Revenue		$69,966	Total Expenses		$69,966

CERTIFICATE OF AUDIT

Survey Associates, Inc.: We have audited your accounts for the year ended December 31, 1933. In conformity with the regular custom of Survey Associates, Inc., in the above statements publishing expenses do not include the paper, printing, and related costs incurred prior to December 31, 1933, of future magazine issues for which unearned subscriptions have been included in revenue, and certain apportionments of revenue and expenses have been made by the corporation as indicated. In our opinion, subject to the foregoing, the above statements set forth your revenue and expenses as recorded and your summary of funds for the year ended December 31, 1933.

New York, January 27, 1934. (Signed) HASKINS & SELLS.

EDUCATIONAL FUNDS

GENERAL FUND			
Balance, Dec. 31, 1932			$137
Unfulfilled Pledges, cancelled			290
			($153)
Current Contributions 1933			
Membership Classes			
$10	$12,650		
$25	5,025		
$50	2,050		
$100	4,200		
Total Memberships	$23,925		
Large and Other Contributions	18,564	$42,489	
Departmental Funds (see other column)		5,240	
Midmonthly Fund		2,000	
Total General and Related Funds		$49,729	
Less Allocations*		8,345	
Net Contributions			$41,384
Appropriations (1933) to			
Association Account		$32,643	
Midmonthly Account		8,715	41,358
Balance for year			$ 26
Balance, Foreign Service Fund, Dec. 31, 1932			225
Balance, General Fund, Dec. 31, 1933			$ 98
GRAPHIC FOUNDERS FUND			
Balance, Dec. 31, 1932			$ 26
Current Contributions 1933		$18,550	
Less Allocations*		65	$18,485
Appropriations (1933) to Graphic Account			18,448
Balance for year			37
Balance, Graphic Founders Fund, Dec. 31, 1933			$ 63
Balance of Combined Funds, Dec. 31, 1933			$ 161

RECAPITULATION OF PUBLISHING ACCOUNTS

	Midmonthly	Graphic	Combined
REVENUE			
Subscriptions (twice a month)	$22,449	$22,449	$ 44,898
Monthly Subscriptions	2,598	13,009	15,607
Allocations*	4,205	4,205	8,410
Bulk Sales	301	1,068	1,369
Total Circulation Revenue	$29,553	$40,731	$ 70,284
Advertising	1,658	8,844	10,502
Net from Jobbing	(143)	(143)	(286)
Discounts Earned	393	786	1,179
Royalties	...	1,300	1,300
Total Publishing Revenue	$31,461	$51,518	$ 82,979
Appropriations to Publishing Accounts			
From General Fund	6,715		
From Midmonthly Fund	2,000	*	27,163
From Graphic Founders Fund		18,448	
Total Revenue	$40,176	$69,966	$110,142
EXPENSES			
Maintenance	$30,326	$53,438	$ 83,764
Circulation Investment	9,850	16,528	26,378
Total Expenses	$40,176	$69,966	$110,142

* $5 is allocated to subscription receipts from each membership and contribution to cover the regular subscription of the member or contributor.

Membership Roster

Acknowledgment of Contributions Made to the Educational Funds of Survey Associates for the Fiscal Year 1933

MIDMONTHLY FUND

($2000)

*Swift, Harold H.	$1400	Family Welfare Organization, Inc., Allentown, Pa.	$10
American Public Welfare Association, Chicago	200	Goldstone, Fred D.	10
Springer, Mrs. Gertrude	50	Jewish Board of Guardians	10
Bane, Frank	25	Jewish Home Finding Society of Chicago	10
Chicago Commons	25	Livermore, Paul S.	10
Children's Aid Association, Boston	25	Monday Evening Club, Worcester, Mass.	10
Community Welfare Federation, Wilkes-Barre	25	Public Welfare Bureau, Des Moines	10
Publicity Department, Detroit Community Fund	15	Roxbury, Mass., Neighborhood House	10
Association of Day Nurseries of N. Y. C.	10	Parsons, Reginald H.	10
Canton Welfare Federation	10	St. Paul Community Chest, Inc.	10
Clise, Charles F.	10	Social Service Federation of Englewood	10
Community Chest of St. Joseph, Mo.	10	State Child Welfare Commission, Madison, S. Dak.	10
Community Chest, Washington, D. C.	10	Stuyvesant Neighborhood House	10
Council of Social Agencies, Inc., Springfield, Ill.	10	Telegraph Hill Neighborhood Association, San Francisco	10
Emergency Relief Administrator, Sacramento	10	Tulsa Community Fund, Tulsa, Okla.	10
Family Welfare Association, Baltimore	10	Tunstall, Mrs. Alfred M.	10
		Werner, Mrs. William E.	10

DEPARTMENTAL FUNDS

INDUSTRY

($2475)

Brandeis, Justice & Mrs. Louis D.	$500	Davis, J. Lionberger	$75
†*Estate of V. Everit Macy	500	‡Farnham, Prof. Henry W.	50
Filene, A. Lincoln	250	†Lewisohn, Sam A.	50
Ittleson, Mrs. Henry	250	Schwarzenbach, Robert J. F. (In Memoriam)	50
Kaufmann, Edgar J.	250	Anderson, Mrs. Rachel R.	10
Huyck, Edmund N. (In Memoriam)	150	Beard, Charles A.	10
Brandeis, Miss Elizabeth	100	Cooke, Morris L.	10
Draper, Ernest G.	100	Greening, Miss Florence	10
Evans, Mrs. Glendower	100	Prendergast, Hon. William A.	10

FOREIGN SERVICE

($1635)

*†Lamont, Mr. & Mrs. Thomas W.	$500	Leeds, Morris E.	$25
*†Morrow, Mrs. Dwight W.	500	Scattergood, J. Henry	25
Cutting, Senator Bronson	100	Thomas, Arthur H.	25
James, Mrs. Bayard	100	Evans, Mr. & Mrs. Harold	10
Scattergood, Miss Margaret	100	Ilich, Julius	10
Scattergood, Mrs. Thomas	100	Maier, Paul D. L.	10
Lamont, Thomas S.	50	Preston, Miss Evelyn	10
Anonymous	25	Rhoads, Charles J.	10
Dodge, Mrs. Cleveland H.	25	Rhoads, George A.	10

SOCIAL PRACTICE

($220)

Post, James H.	$100	Seybert Institution, Philadelphia	$25
Charity Organization Society, Buffalo	25	Family Service Society, New Orleans	10
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Vol. LXX. No. 4 MONTHLY April 1934

CONTENTS

WE COME OF AGE.....*Annual Report by the Editor* 97
FRONTISPIECE.....*A Page of Cartoons* 110
RIGHT–ABOUT FACE.....*Joanna C. Colcord* 111
NATIONAL CONFERENCE PLANS.....*Gertrude Springer* 114
THE NEW DEAL AND THE IMMIGRANT...*Read Lewis* 115
THE JUVENILE COURT CHALLENGED..*Charles L. Chute* 116
CLIENTS UNDER THE CODES.....*Beulah Amidon* 118
HOW WICHITA UNSNARLED RELIEF..*Robert O. Loosely* 120
THE PASSING OF SIDE–LINE RECREATION *Weaver Pangburn* 121
ELIZABETHAN HANGOVER.....*Thomas E. Murphy* 123
COMMON WELFARE..... 125
INDUSTRY..... 128
EDUCATION..... 129
SOCIAL PRACTICE..... 131
HEALTH..... 132
UNEMPLOYMENT AND COMMUNITY ACTION..... 134
BOOKS..... 137
COMMUNICATIONS..... 140
GOSSIP..... 142

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SO THEY SAY

Romantic realism.—*Slogan of the National Socialist Welfare Organization, Germany.*

The right to work seems to me as vital a part of our freedom as any right we may have.—*Mrs. Franklin D. Roosevelt.*

Do not waste anything, save it for the poor.—*Ben Altheimer, New York philanthropist, on his eighty-fourth birthday.*

The middle-class is the one too smart to take patent medicines and too poor to hire a nerve specialist.—*Los Angeles Times.*

Daughters of a revolution of long ago are honored; mothers of a revolution to come are feared.—*William F. Russell, dean, Teachers College, New York.*

In many homes of high as well as low economic status children are surrounded by love but not by understanding.—*Lillian D. Wald in Windows on Henry Street.*

What must the angels think of a race that shudders at a cock-fight and cannot make up its mind to abandon wholesale murder in war.—*Arthur Brisbane, journalist.*

Russia has silenced forever the notion that economic affairs are governed by adamant natural laws.—*Rexford G. Tugwell, in Our Economic Society and Its Problems.*

To govern is to sit smoking a cigar on a heap of gunpowder in a glass house besieged by a mob equipped with sharp stones. —*Arthur Krock in New York Times.*

Eddie Cantor can do more to educate the youth of the nation than any other single person. Why? Because they listen to him. —*Jesse Grumette, New York highschool teacher.*

The psychiatrists and psychopathologists, so far as one can see into the obfuscated anfractuosities of their dialectic, really began about where the uplifters left off.—*Walter Lincoln Whittlesey in Today.*

. . . government cannot exist if the citizen may at will use his property to the detriment of his fellows or exercise his freedom of contract to work them harm.—*US Supreme Court in NY State milk case decision.*

No matter how large its budget an institution is educationally poor and unworthy when it assumes one service more than it can perform with superior quality.—*Annual report, Carnegie Foundation for the Advancement of Teaching.*

I wonder if General Johnson ever stays up nights and sees the faces of people, jobless and without resources, who went ahead and organized as allowed by law and who lost their jobs. —*Mrs. Gifford Pinchot, Pennsylvania, at the NRA "field day."*

Human society is composed of folks who make things, fake things and take things. The first come last. The last come first, and the betwixts and betweens get living and honors explaining the justice of the arrangement.—*"Adam Coaldigger" in The American Guardian.*

Modern science knows that the task of fitting the child to the life he is to live is a task of resolution of social forces far more intricate than the task that confronts the engineer in resolving the stresses and strains that must be borne by the frame of the skyscraper.—*Hal. H. Griswold, attorney, Cleveland.*

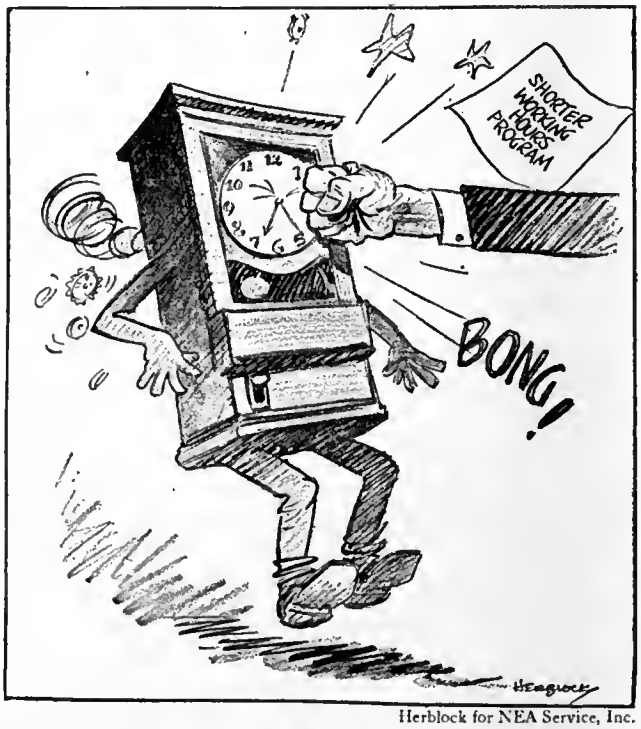
If the men and women in Philadelphia and Pennsylvania could be rid of sweatshops and sweatshop conditions and could exchange their willing toil for just a decent living-wage we should have a market for all that field and factory could produce, even with our uncanny productivity.—*Sherman C. Kingsley, director, Welfare Federation, Philadelphia.*

Fitzpatrick in the St. Louis Post-Dispatch

General Johnson: He isn't blind — he just doesn't give a damn

Marcus in The New York Times

Picturing His Pet — Two Versions



Herblock for NEA Service, Inc.

Punching the Time Clock

Ireland in The Columbus Dispatch

These Are Busy Days

THE SURVEY

April
1934

Volume LXX
No. 4

Right-About Face

By JOANNA C. COLCORD

"The King of France, with twice ten thousand men,
Marched up a hill—and then marched down again."

ON February 28, announcement was made of a new plan of procedure for the FERA, which was analysed briefly in the last issue of The Survey. Was this the same plan understood to be under discussion on February 17, when the AASW Conference on Governmental Objectives met in Washington? Although not one syllable to the contrary has been spoken from FERA headquarters, there are many reasons for believing that the relief program which must have been presented to the White House was more a constructive extension of the past fall's experience, and not so complete a reversion to earlier methods.

In Today (December 16, 1933) the FER administrator says: ". . . unemployed people want to work for what they get. They resent being asked to be a party to any subterfuge of a job as a means of getting relief. And for my part, I glory in their refusal and resentment of all such subterfuges."

CWA, he saw, was created to meet an emergency.

> And yet, in its broad outlines, it does offer an opportunity, and at any rate a partial answer to the age-old problem of how America shall care for her unemployed. . . . Recovery connotes to me a policy of reconstruction in which the social order will be amended to include the right of people to work and an assurance of benefits for the workers that are not based on the whims of the individual but are grounded in the fabric of social justice.

The distinctive feature of the Civil Works' plan developed last November was that it did not begin and end with relief. Its primary purpose was to give jobs to a sizeable proportion of idle workers, not because they had asked for help, but simply because they were unemployed. Their lack of independent purchasing power, not their individual distress, was to be the point of attack. This was a part of the recovery program, distinctly a logical development of "budgetary" inflation elsewhere exhibited through the operations of the RFC, PWA and AAA. It was part of the same philosophy that applied national credit to releasing impounded bank deposits, preventing foreclosures on homes, advancing crop loans, buying up surplus food products, easing the conditions under which subdivisions of government might undertake public construction, and furnishing solid nourishment to industry to offset too much liquidity on the part of the banks.

In spite of its initial popularity, it proved impossible to make the country understand the Civil Works' idea in this light. A relief measure it remained in the popular mind, to be criticized if it seemed to deny employment to persons in distress, and afford it to others not so needy. As a measure primarily to push money out into circulation, to make earned wages available for the purchase of goods, it did not register. The behavior of local relief administrations, with their ears close to the ground, makes this perfectly apparent. Work-relief bureaus transformed overnight into Civil Works administrations, rebelled at staffing their projects with persons whose need of relief had not been demonstrated. The NRS, prosecuting its duty as an employment agency by placing people on Civil Works according to ability rather than need, came in for much unmerited criticism both from the general public and from those candidates for jobs whom it was unable to place.

THE rush of state and local administrations to fill their quotas with relief clients before orders could get through to stop them, is entirely understandable; but it resulted from the start in largely negating the recovery aspects of the program and heavily underlining its relief aspects. It remains to be seen whether the Public Works' program, when it actually gets under way, will be similarly wrenched out of perspective by the urgency of public demand that it be handled as a relief measure.

Civil Works was not a failure. Within its limited sphere, it was a marvelous accomplishment, reflecting enduring credit on those who conceived and organized it. It may yet point the way, as I have elsewhere hazarded the opinion,[1] to a new concept of security for working people in America. Its official abandonment at this time may be due to many causes, not inherent in the plan itself (see An End to Civil Works by Rus-

[1] Civil Works and Beyond (Today, January 6, 1934).

sell H. Kurtz, The Survey, February 1934) but its failure to gain popular acceptance and register more lasting results is in my opinion due to the restrictions laid about it from its inception. As a *recovery* measure, it was half-hearted. A figure running above the billion mark in place of millions would have afforded employment for practically all employable people who could not find regular jobs, and would have obviated the necessity for choice on a needs basis which kept the program so firmly attached to relief. It might even have operated to raise existing wage-scales in industry and agriculture to somewhere near a level of decent living.

SUCH extension of scope would, however, have been impossible under the Public Works' aegis. The emphasis was laid almost entirely upon public construction; Civil Works *Service* never employed more than 5 percent of the workers. Except through subsistence gardens and a few sewing-rooms, the program was never extended into the vast field of producing the consumption-goods which the unemployed need. In short, Civil Works broke down, not because it was too big and too expensive for the nation to stand, but because its scope was too narrow; and because the clear concept did not carry through that here was a most effective weapon in the war on depression. The lesson has not yet been learned. We still remain more concerned with balancing the budget, with protecting our undertaxed income taxpayers—and I speak as one of them—than we are with making the one leap bold and high enough to carry us over the barriers.

What remains at present of the recovery features of the 1933 relief plan? Before this reaches the reader's eye, Civil Works will, of course, have been decently interred. The Surplus Relief Corporation, adjunct and holdover, certainly had an inflationary aspect, which it will retain just so long as it takes off the market unwanted goods and distributes them *in addition to* goods otherwise bought and consumed. But if, as has been rumored about, food surpluses are to be introduced into the relief procedure as part of regular budgeted allowances to families, then they will no longer be surpluses as far as consumption goes; the SRC will cease to be an instrument in the recovery program, and become simply the large-scale purchaser and distributor of relief-in-kind.

No announcement has been made of any change in this direction; but some state administrations, obsessed with old ideas of spreading relief thin in a "scarcity economy," have sought to replace part of their regular food budgets by surplus commodities for which they do not have to pay out real money; and this tendency may spread unless checked. Meanwhile, lacking further appropriations from the AAA, the activities of the SRC seem to be temporarily slowed down.

Under the "three-point program" of relief for 1934, there has been some further elaboration of the plan in rural agricultural areas (Point 1). A Rural Rehabilitation Division has been set up, with Lawrence Westbrook of Texas as director. The statement of policy issued March 22 announces the end as of April 1, in towns of under 5000 and in regions defined as open country, of Civil Works and also of direct relief as heretofore carried on; and their replacement by a program of assisted self-sustenance. Present relief-rolls are to be closed, and those who are not able to maintain themselves unaided will be required to make a fresh application for interim relief, but only until they can be rendered self-supporting. This relief will be in rations, in exchange for which work must be done on local public projects. Advances of capital goods, livestock and so on must be similarly worked for, and only in exceptional circumstances are any cash wages to be paid. Work is to be valued at the prevailing wage-scale, but not less than thirty cents an hour. Hours per week are not to exceed twenty-four, except when capital goods are being worked out. Materials, supervision, transportation, and so on to prosecute the work program may be deducted from federal allotments. The "no-garden-no-relief" policy is to be strictly enforced. Responsibility is put upon state ERA's to devise suitable means of securing the use of land and/or dwellings for non-owning farmers, of procuring and distributing cows, chickens and pigs, and of providing work projects.

The policy here is frankly to face the fact that the share-crop system in large areas of the country has broken down, and to devise a plan to keep sizeable groups of people equally off the labor market and off relief. It cannot be called a "recovery program," since it provides for no cash wages to be applied to the purchase of even the barest necessities, so that whatever cash income the farmer has, he must secure by working on the highways, or for private employers. Indeed, it would seem to run counter to the pressure of the AAA exerted on larger landholders to restrict agricultural production. That it probably represents, for the majority of people to whom it will apply, an advance in standard of living over anything they have hitherto known, is a commentary on the extent to which "prosperity" was shared in America in the years when we had it. The problem remains of giving these farmers, new to self-management, the instruction and supervision necessary to win even sustenance from small holdings. The introduction of the work-for-relief plan into all rural regions is undoubtedly a recognition of the opposition of agricultural employers to labor wage-scales comparable to those in industry.

THE program proposed for depressed rural industrial areas (Point 2; removal of "stranded populations") has received no further elucidation. There are undoubtedly very serious problems here of integrating such wholesale movements of population with the purposefully limited and experimental undertakings of the Division of Subsistence Homesteads of the Department of the Interior, and with the Department of Agriculture's program of restriction in the use of marginal agricultural lands. Opposition of public authorities in the new areas to the colonization of potential dependents must also be reckoned with. The mutterings already to be heard about the creation of new "rural slum areas" indicate that this is the most dubious and potentially the least popular of the three-points program.

Coming now to the proposals for relief in urban industrial areas (Point 3), emphasis has again been laid elsewhere than on direct relief. The implications in the news releases to date seem to be that the federal government would like to be rid as speedily as possible of responsibility for the relief of any but the employable unemployed. The FERA studies of employability in the relief population; the experiment in Atlanta of separating the relief load into workers and non-workers, and placing back upon the established local agencies, public and private, the total care of the latter group, both seem to be straws pointing in this direction; as does also the emphasis on work relief as the preferable means for the government to extend its aid to city populations. Reading between the lines of the recent releases will bring scant comfort to the groups who had hoped for an assumption by the FERA, as a relief program, of the care of dependent mothers, the aged, the sick, and children in foster-homes. The signs appear to point now to no extension of federal subsidies in these directions, and even to scrutiny and limitation of the program in some cities where the entire load of home relief for employables and

unemployables has been shifted from local to federal funds.

A Work Division to administer the new program for urban industrial areas has been created with Jacob Baker at the helm. How does this new program differ from Civil Works?

FIRST, the workers are no longer federal employes. State administrations are the ultimately responsible employers; there is to be no slackening in the pressure to secure state and local participation in financing the program, but even where the funds are 100 percent federal, they will go to the state ERA (or, under the amended Act, to whatever public body within the state the FER administrator may designate) and be expended as state funds. Workers will no longer be eligible for federal workmen's compensation, nor may any part of the funds granted by the federal government be used to pay premiums for compensation insurance. The state ERA's are adjured to provide such insurance from their own funds, but this is not mandatory, although the safety departments developed as part of CWA must be continued by the states.

SECOND, all assignments are to be made because of ascertained need of relief. Determination of eligibility for relief of professional, technical and skilled workers may be made in cooperation with professional and labor organizations, as was the case under Civil Works Service. Only one person in a family may be employed.

THIRD, there are important changes in the kind of work permitted. Uncompleted state Civil Works' projects may be transferred to the Works Division, but federal and emergency educational projects are to be continued till further notice as Civil Works. A classification of possible projects, with a tentative division of workers to be employed, has been issued by the new Division. It emphasizes first the need for preliminary planning, and advises that 3 percent of the workers, chosen from engineers, statisticians, economists, architects, industrial engineers and planners, and so on, be continuously employed in divising new projects. This lesson from the hasty beginnings of CWA has been well learned.

It is advised that another 30 percent be employed on a variety of public construction and improvement projects; that 15 percent, subject to extension, be employed in housing projects, and lesser percentages in the supplementation of public welfare, health, recreation and education, and in the arts and research. These are all activities familiar under Civil Works. A new and exceedingly interesting recommendation is, however, that 15 percent of the workers may well be used

in the production of goods for persons in need, such as clothing, food, household furnishings, and garden produce. Where it is advantageous, the Federal Surplus Relief Corporation will continue to be used to buy or exchange supplies and products. (This falls into two types of management: (a) Direct operation by Work Divisions, and (b) Cooperative and Self-Help Associations.)

It is news indeed when the government decides that work relief may be introduced into the purlieus of industry, and that the relief administrations, instead of handing out small subsidies at arm's length to cooperative self-help associations, may work elbow to elbow with them in the production of goods for use by the unemployed! The suggestion that the SRC may be used as a channel for the purchase of raw materials and the exchange and distribution of finished goods also opens up exciting possibilities.

FOURTH, wages while still paid in cash, are to be determined for each occupation in each locality by a wage board set up by the local administrator, on which labor, business, and the local ERA are to be equally represented. No wage shall be less than thirty cents an hour. The hours worked shall not exceed twenty-four a week, but time lost for "conditions beyond the control of the employe" may be made up. When working, the employe must receive not less than fifty hours in any one month, nor less than three days in any one week; but continuous employment the year round is to be avoided. Each person who fails to leave the Works Division rolls through obtaining regular employment can count on no more than six months' relief employment in the year. At the thirty-cent minimum, his annual earned income from this source would thus range between $97 and $187, depending on his estimated budgetary needs while working. These wages may be supplemented by direct relief during the working period, and it is expressly stated that when laid off for any cause, and unable to find regular work, the employe shall be eligible for direct relief.

The "cut-over" from Civil Works to Work Division has naturally provoked much bitterness among Civil Works employes. Methods of notifying them of the impending change varied. In New York City, for instance, each worker was presented with the form of application for relief accompanied by affidavit which is used in the Home Relief Bureau, and told that if he wanted to be continued on work, he must fill it out. Serious protests ensued from those who received their assignment through the NRS, and had never been investigated, nor considered themselves on relief. The instructions to project directors in Chicago, on the other hand, were to notify all workers that Civil Works would terminate on April 30; to direct those who had been transferred from the relief department to go back there for reassignment to relief work; and to inform other CW employes who inquired how they could qualify, that it would be necessary for them to make application for relief at the proper office before this could be determined. It would seem that the latter method must have served better to conserve the workers' self-respect and preserve the distinction in their minds between the two programs.

As this goes to press, Congress has passed, over the President's veto, a bill authorizing the payment of an excess $228 million to veterans and office-holders. This is budgetary inflation with a vengeance! President Roosevelt has already served notice on the country that this sum can only be taken out of relief funds. Does this mean FERA's $950 million? There will be but $600 million of that left on April 1. Does it mean the larger "emergency appropriation" of $7½ billions which the President asked for to cover all excess expenditures during the next fiscal year? Most of that sum has already been allocated to various emergency programs, including that of FERA. But in the same issue of the newspapers which gave news of the veterans' bill, was another release from the President announcing a large-scale program of loans for housing and home renovation, totaling over a billion dollars. Presumably this will raise the total amount of employment, but will not affect the number of relief jobs available.

The one hopeful feature in this chaotic situation is that the national debt has increased less rapidly than was anticipated in the President's message to Congress, and that tax receipts have been higher. Somehow, the money will doubtless be forthcoming to carry on the relief program on its present reduced basis for the spring and summer. This may tide things over, whatever suffering and disillusionment it involves. It is not, however, an answer to the need for affirmative planning now in anticipation of what we shall be facing next fall and winter. Till they know what is in prospect every month will deepen the anxiety of those who are close in to relief situations throughout the country.

National Conference Plans

By GERTRUDE SPRINGER

NO defeatism clouds the prospect of the annual meeting of the National Conference of Social Work in Kansas City, May 20–26. The doubts and uncertainties that befogged advance preparations for last year's gathering were so effectively dispelled by the events of that memorable week in Detroit that they have never since raised their abashed heads. Consequently preparations have gone forward without backing or filling for a meeting at which, unless all signs fail, considerable conference history will be made.

First and foremost is a new arrangement of the program which has appreciably reduced the number of meetings at any given hour, and which makes it almost possible for indefatigable delegates to achieve their conference ambition to be two places at once. With federal relief, the road it has traveled and the road it may take, in the forefront of everyone's concern, the program committee decided this year to take that whole subject out of the divisional programs and to make it its own in a series of morning meetings, broken into sections, which would in effect become appraisals of the whole federal program as it reaches down to people and communities and touches special problems.

The stage for these morning meetings will be set by the program of the opening night, May 20, when the president, William Hodson of New York, will talk about The Social Worker in the New Deal, followed by a discussion of the Federal Relief Administration by C. M. Bookman of Cincinnati, recently assistant to Harry L. Hopkins. Against this backdrop will come the morning sectional meetings, fifteen in the course of the week, evaluating not only the whole relief system but reaching into the region of social security through social control.

At the general sessions of the conference, last-word arrangements for which are still hanging fire as this is written, broader aspects of the social scene will be presented, Taxation and Its Relation to Social Work, for instance, and Population Trends and Social Work, this latter discussed by Warren S. Thompson of the Scripps Foundation for Research in Population Problems. Rexford Tugwell, assistant secretary of agriculture and brain-truster extraordinary, is a promised speaker as is also Rt. Rev. Msgr. Robert F. Keegan of New York, whose subject at the luncheon on the final day is Social Work Marches On.

Directly focused on the current panorama are the programs of the divisions, their meetings held to single morning periods. Here the play of the times on the traditional structure of social-work organization is reflected in new problems and new community relationships in child-care, delinquency, health, industry and so on. The same sense of the current scene is evident in the program planning of the associate groups, less concerned than usual, it seems, with their own specializations and techniques and more with their participation in the whole social drama.

The highspot of the Conference's lighter side—and there is, they say, to be a lighter side this year—will be the dinner on the night of May 23 planned to honor social workers in government service. Harry L. Hopkins of the FERA, speaker and particular star, introduced by President Hodson, who is commissioner of public welfare in New York City, will be flanked at the out-size speakers' table by workers in the public service from federal departments and from each of the forty-eight states as well as by past-presidents and other conference luminaries. Dinner will be followed by a reception to Mr. Hodson and by dancing.

There will happily be less mass eating at this conference than usual. The conference has discouraged luncheons except on Wednesday, May 23, when the afternoon is clear of meetings, and dinners except on Thursday May 24, when the only post-prandial event will be After Hours, the annual show of the Social Work Publicity Council.

Arrangements in Kansas City promise an easy conference, thanks to the efforts of C. Whit Pfeiffer, secretary of the local committee, and of the good luck which put the chief hotels within a block or two of Ararat Temple where headquarters and the usual consultation services and exhibits will be maintained and where the general sessions and many of the lesser meetings will be held. The hotel ballrooms will take care of the rest.

THE comment made last year at Detroit that the day of the divisional organization of the conference was past and that a simplification of the program was due—yes, overdue—turned out to be a prophecy. This year's arrangement is a sharp break with precedent, but complete overhauling of the old order is just ahead. At Kansas City the executive committee will propose constitutional amendments which would abolish the divisions as a basis for the program and establish instead four sections: Social Case Work, Social Group Work, Community Organization, Social Action, this last defined as mobilization of public opinion, legislation and public administration. These sections, while continuous, would be subject to reconsideration at intervals of not less than five years. They would have their own chairmen and committees responsible for their program just as in the present procedure. In addition to the sections there would be, within them, special topic committees authorized by the program committee with their term of existence and the extent of their participation in the conference program under its control. Such a plan would, it is believed, give the program the elasticity it must have while at the same time giving it greater unity and more definite direction than at present. That it would reduce the number of meetings with their overlapping subject matter and their competition for speakers' time and attendance, is evident. And that, as any conference habitué will surely agree, is a consummation devoutly to be desired.

To meet the growing feeling that conference meetings are too top-heavy with set speeches and papers to permit free discussion, the committee suggests a break in the routine every four years with a meeting of three or four weeks' duration, held on a college campus providing dormitory, dining-hall and recreation facilities, with a program of roundtables, and specialized discussion and study groups. This follows the general plan of the successful regional institutes of the Association of Community Chests and Councils. How well it would work with the larger, more heterogeneous conference membership can only be determined by experiment. This, the committee suggests, might well be made in 1937.

The New Deal and the Immigrant

By READ LEWIS
Director, Foreign Language Information Service

WITHIN the past year a new and vital spirit has come into our Immigration and Naturalization Service. The law has been as strictly enforced as ever, our borders are as effectively protected as before, but there has been a new willingness to temper justice with mercy, to administer the law with regard to the humanities.

The report of the Ellis Island Committee, made public this past month, is a double confirmation of this change. The very fact that last June Secretary of Labor Perkins invited some fifty men and women living in and near New York "to inquire impartially into conditions at Ellis Island and the welfare of immigrants generally and to make recommendations for the guidance of the Department" is quite as significant as the temper of the report they have made. Its eighty recommendations deal not only with conditions and procedure at Ellis Island but also with more general problems, including conditions of admission, re-entry permits, deportation, certificates of registry, exploitation of aliens, education and assimilation, and naturalization. A comprehensive discussion of policy and practice, the report and its recommendations evidence broad human sympathies along with a desire to protect the fundamental interests of the country.

According to the Committee, "our immigration laws have met the challenge of the depression. They have permitted the most drastic reduction in immigration and yet have retained a flexibility adapted to changing conditions." The Committee sees no reason for substantial amendment. It believes the present policy of restriction should be continued.

> The vigorous enforcement of our immigration laws will not only protect the best interests of the United States but in most cases serve the welfare of the would-be immigrant. It is unthinkable that with millions still unemployed, we should open our doors to aliens who would be leaving a refuge in their own country to seek work here.

The Committee points out, however, that the economic factor is not the only one to be considered and urges more generous provision, within the framework of our present restrictive laws, for two groups of aliens. One of these are separated families—the wives, husbands, minor children and elderly parents of American citizens or resident aliens. "The problem of separated families has been an evil ever since the first quota law was passed in 1921. We believe the time has come to end it." The second group are political and religious refugees. Asylum for those who flee from persecution, the Committee points out, has been one of the oldest and most valued of our traditions. It urges that the United States should continue to make room for its share of those who are refugees from such persecution.

A reconsideration of our whole deportation policy is needed. On the one hand, the Committee urges that the alien law breaker should be prosecuted with the utmost vigor and that every resource should be used to keep out illegal entrants. On the other, it believes it unjust to deport the alien who has lived here since childhood and is consequently a product of American conditions. Our deportation laws should also, in the opinion of the Committee, take into account family responsibilities and the anti-social effect of deporting the breadwinner and leaving his family to become public charges. In such cases—and others involving extraordinary hardship—the secretary of labor should have discretion not to deport. The Committee believes that the doctrine of "last entry" should be scrapped and that a five-year statute of limitations should be reestablished as to deportation for illegal entry, provided the alien is otherwise a person of good moral character.

One of the most important recommendations on deportation made by the Wickersham Commission has been reaffirmed. As both groups point out, the same official has frequently served as investigator, prosecutor and judge in some stage of the deportation process. While it is true that the decision or recommendation of this local official is later reviewed in Washington, this review has been based on facts developed and a record prepared by such local officials. Characterizing this situation as "intolerable," the Committee urges a division of authority as an essential safeguard to justice, and recommends that hearings in deportation cases be held before quasi-judicial officials who shall render their decisions quite independently of the views and policies of superiors.

AMONG the most important of the Committee's recommendations are those touching the assimilation of our foreign-born population.

> When we admit an alien for permanent residence, we are accepting him, provisionally at least, as a member of our American society. . . . Tolerance and equal opportunity must be the foundations of genuine assimilation and national unity.

In line with these principles, the Committee deplores discrimination in employment.

> Many people feel very naturally that where there are two applicants and only one job, preference should be given to the citizen. The difficulty is that there are other factors which need to be considered. Quite aside from the question of competency, the citizen may be a single man; the alien may have a wife and children dependent on him. His children, further, may be native-born. In discriminating against their father, we are discriminating against American citizens, and those least able to protect themselves. . . . In all such questions, difficult though they are, human need as well as citizenship should be taken into account.

In order to encourage citizenship, the Committee believes naturalization fees (increased from five to twenty dollars on the threshold of the depression) should be reduced by at least half. The anomalous situation by which an alien allowed to remain here indefinitely, is not permitted to become a citizen, should be corrected by allowing all aliens, not subject to deportation and of good moral character, to regularize their status, even though in the beginning they may have entered the country illegally. The question in our naturalization forms which has sent three cases to the United States Supreme Court, "If necessary, are you willing to take up arms in defence of this country?", should be changed, in the Committee's judgment, to "Do you understand that in becoming naturalized you assume the same obligations as a native-born citizen to support and defend the Constitution of the United States?"

The education and assimilation of our foreign-born population (which in 1930 was the largest in the history of the

country), is still, the Committee believes, one of the most important of our national problems. It points out:

> It is surprising that in a country which since 1820 has admitted more than 37 million immigrants, there has never been in the federal government some bureau concerned with the adjustment of the alien in the years between his admission and naturalization.

Such a bureau is recommended as a part of our Immigration and Naturalization Service. It should "disseminate information which will encourage citizenship, assist in the enforcement of our immigration laws and aid the alien in his adjustment to American life," "co-operate with educational authorities to promote more adequate educational opportunities," and seek "to bring about better understanding between the different elements in our population."

No brief review can do justice to the wealth of material and suggestion which within the limits of its 150-page report the Ellis Island Committee has brought together. A number of the Committee's recommendations are already on the way to being realized. Most of the others, it is to be hoped, will be translated as rapidly as possible into law or definite administrative regulations.

The Juvenile Court Challenged

By CHARLES L. CHUTE
Executive Director, National Probation Association

THAT the searchlight of research has today been turned upon the juvenile court and that it has been found wanting in achieving some of the things that its over-optimistic partisans have claimed for it, is wholly to be expected. Everything is challenged today. The efficacy of many of our most cherished institutions has been called in question, some of them with a far longer period of development and much greater opportunity to succeed than that comparatively new, undeveloped and much hampered experiment known as the juvenile court.

The question is asked: has the juvenile court failed? Certainly no one really familiar with the work of the as yet comparatively few courts which have adequate legal powers, equipment and trained personnel can doubt that in many cases they succeed in accomplishing the purposes for which they were established. At any rate, none can doubt that they obtain far better results than the archaic methods of handling delinquent children which preceded them. The records of these courts have indicated that a large majority of children succeed in avoiding serious delinquency during the period of probation treatment and many seem to reach satisfactory adjustments, depending always on the skill and personality of the probation officers.

Now for the first time we have reliable information on the outcome of treatment by one court and its cooperating agencies some years after discharge. The valuable and authentic study of approximately one thousand cases in the Boston Juvenile Court has thrown much light on the problem and though but recently published is receiving nation-wide attention.[1]

It is unfortunate, if this study is to be taken as an appraisal of the work of this court as it already has been by several commentators,[2] that all the cases dealt with by the court during a given period, and that a more recent one, could not have been studied. Only the cases referred by the court to the Judge Baker Foundation, which serves as the court clinic, during the years from 1917 to 1922, inclusive, were selected for study. Less than half of the cases which came before the court during this period were followed, and these were the more difficult ones. The emphasis that has been placed on the percentage of failure in these selected cases, when used as a measure of the success or failure of the court as a whole, or of juvenile courts in general, is unfair. Then too, we should analyze what is meant by failure.

That these cases were the more difficult ones dealt with by the Boston court and a much more difficult group than the average run of delinquent, neglected or dependent children coming before most juvenile courts is clearly shown by the following facts from the study: 938, or 95 percent of the boys concerning whom information was obtained, had a record of serious misbehavior prior to the arrest which brought them before the court; 635 boys, or 63.6 percent of the thousand cases, had been previously arrested, some of them three or four times. Over half had been before the Boston Juvenile Court one or more times for offenses committed before their appearance during the period in question. The remainder had been dealt with by other courts of juvenile jurisdiction in the city of Boston. A large number were referred to the clinic because of physical or mental handicaps; 75 percent had developed markedly harmful habits; 79.8 percent of the fathers were foreign-born; 48 percent of these boys were from "broken" homes; 70 percent came from homes with low moral standards; and 86.7 percent of the families contained members other than the juvenile delinquent himself who were delinquent or criminal.

IT may be pointed out that the Boston Juvenile Court has jurisdiction only in the central district of the city. A large proportion of the children came from crowded tenement districts. The group of cases in question were dealt with during the war and post-war period, a difficult time for home adjustments. More important is the fact, not sufficiently brought out in the report, that the group of cases in question were dealt with during the period when Judge Cabot was new in the work of the court. He was appointed, fresh from the bar, in 1916. The clinic also had just been established. In those years there had not been worked out the best cooperative arrangements between the two, and the working staffs of both the court and clinic were less adequate than they have since become.

Many of the defects in the court and clinic in Boston, which in part explain the disappointing results with these cases, are clearly brought out by the Glueck study. The following facts, however, have not been sufficiently stressed:

The Boston court, according to the Gluecks, lacks a "clean-cut, systematic, succinct juvenile-delinquency code, based on

[1] ONE THOUSAND JUVENILE DELINQUENTS, *by Sheldon Glueck and Eleanor T. Glueck, introduction by Felix Frankfurter, comprising Vol. I of the Harvard Law School Survey of Crime and Criminal Justice in Boston. Harvard University Press, 350 pp. Price. $3.50 postpaid of The Survey.*

[2] *See* ONE THOUSAND DELINQUENT BOYS, *by Dr. Richard C. Cabot in the Survey Midmonthly, February 1934, p. 38, and* A NEW METHOD NEEDED FOR JUVENILE REFORM, *the Literary Digest of March 10, 1934, p. 19.*

clearly enunciated and consistent principles." Among the present handicaps due to the law is the fact that appeals are permitted and freely taken from the judgment of the Juvenile Court to the Superior Court. The court has no power to commit children directly to schools for the feebleminded. Conflicts of jurisdiction occur with the "juvenile sessions" of outlying district courts which could be removed by the establishment of a central juvenile court with its own clinic to serve all the territory embraced in Greater Boston. The court, at the time of the study, lacked authority over recalcitrant parents and failed to exercise the power it had in this respect. The court has no detention home of its own and must depend on private agencies to furnish boarding-homes for children under observation, pending the disposition of their cases. Children have often been held in police lockups or jails.

In all juvenile courts the social investigation and the major part of the treatment must depend upon the adequacy of the probation staff. The Boston court has never fought for nor obtained an adequate staff. There was at the time of the study and still are only three probation officers to handle boys. Each officer has carried a case load of about one hundred cases and in addition has many other duties to perform. Without thorough investigation no court can decide on the right treatment in serious cases, and without intensive probation case work, impossible with such case loads, continued over a long enough period, effective results cannot be expected. Subsequent to the handling of the cases dealt with in this study, the Boston court secured the services of a very able man probation officer and developed volunteer cooperation which has considerably improved the probation work, but it is still inadequate.

IN reviews and comments on this study much has been made of the fact that 88.2 percent of the 923 cases whose careers were followed for five years, following their treatment by the court, had later been arrested one or more times. This is said to indicate a complete failure of treatment, but may not this be due to too theoretical and rigid a test? It should be noted that some of these boys were arrested but not convicted. The actual figures show that 568 of the 923 cases, or 61.5 percent, were convicted of serious offenses during the five-year post-treatment period and that 167 other boys, or 18.1 percent, were convicted only of minor offenses. Of all the youths convicted during this period 32.5 percent were convicted only once, according to the Glueck study. While the greater number of offenses for which arrests were made consisted of larceny and burglary (50 percent), there were included also 241, or 11.7 percent, arrests for the crime of drunkenness, and 152, or 7.4 percent, for automobile violations. One or more subsequent arrests or convictions is not a sufficient criterion to test the work of the court and clinic. I quote from the book itself:

> The precise degree of effectiveness of a clinic and court cannot be determined by the post-treatment recidivism alone. There are many other variables involved in the treatment process and these cannot be measured. It is conceivable that in many cases the clinic and court improved the attitudes or affected the behavior of their young charges without such effect being reflected in the sought-for result of reformation.

At another point the report says:

> A physician who makes a thoroughgoing diagnosis and carries out an intelligent program of treatment is not judged exclusively by the percentage of his patients who fail to recover.

It might be added that a considerable degree of reformation in the long run might have been effected in spite of the arrest of a boy for a minor offense or even his conviction several years after for a serious offense. It should be said too, in judging the juvenile court, that apart from its poor showing with these chronic repeaters, the staff of the court is all the time doing a great amount of preventive community work, consoling and aiding distressed parents, contacting children not yet openly delinquent. If there were twice as many probation officers as at present and all qualified, they could be doing far more of this protective community work.

THE findings of this momentous report are in general fairly presented. The criticisms and recommendations are thoroughly constructive and will not only aid the situation in Boston but should stimulate juvenile courts all over the country to examine their end results and improve their services, especially in the direction of more intensive probation treatment and more practical utilization of clinics.

I cannot discover that the report uses anywhere the word "failure" as applied to the juvenile court. The conclusion of the report is not after all that the juvenile-court procedure as such has failed and must be abolished. On the contrary, the report in its recommendations says: "Despite the disappointingly small number of successful outcomes of cases as measured by delinquency, the path of progress does not seem to lie in the direction of abandonment of juvenile clinics and courts," and then proceeds to outline a program of practical improvements, which include the following:

1. An improved juvenile-court law, with greater powers and wider jurisdiction to the court.
2. Greater integration between the work of the judge, the probation officers and the clinic, with the suggestion that the clinic should be incorporated into the court and assist in treatment.
3. A more adequate and better trained probation staff.

No one agency, however, no matter how efficient or well equipped, can succeed in the permanent adjustment of many of the more difficult problems of maladjusted children and families until the other agencies, on whose cooperation it must depend, become more competent and more scientific, and the fact remains that all social agencies dealing with delinquent and neglected children must often fail to achieve their high ideals while their charges remain in or return to bad social situations that made them what they are and that will unmake any temporary reform accomplished.

It is brought out in the report, but it cannot be too often repeated, that the responsibility for the continued delinquency of these boys, as well as the conditions which lay back of their original and subsequent conflicts with law and authority, is not the responsibility of the juvenile court primarily but is usually the result of family neglect, grinding poverty and the lack of recreation and wholesome surroundings. These are the responsibility of society, of all of us. Many social agencies besides the court have worked with these boys and their families and have failed. The making of delinquents will go on and courts and social agencies will gather data, sometimes they will prevent delinquency and make good adjustments, but the results of their work will be temporary and unsatisfactory, as in many of these cases, until an environment is guaranteed to every child in which he can grow and make good, or in which he shall at least have a fair chance to do so. We shall find that a greater investment of skill and resources than we have even begun to make, for earlier preventive work with delinquents and for the removal of preventable causes of delinquency, must be made and will pay dividends a hundredfold.

Clients Under the Codes

By BEULAH AMIDON

> *What can relief workers do when:*
>
> *The Angelicas have to have a food order to supplement a wage below the code minimum?*
>
> *The Schmidts must go on relief because an employer "fires" skilled workers to take on "learners" at less pay?*
>
> *Mr. Blumberg is in danger of being let out because he is organizing for the union?*

THE Blue Eagle, Miss Bailey realized, had become as omnipresent in her office as the raven "on the pallid bust of Pallas." And she was increasingly uncertain as to whether he came as a dove of peace or a brooding bird of ill omen.

Staff meeting the afternoon before had sorely tried her faith in the New Deal. That nice, clear-headed new worker had reported the plight of the Angelicas, with Mr. Angelica's temporary job already petered out, and the sole income for a family of nine once more the $8.50 a week Mrs. Angelica earned "charring" for a movie theater. "We ought to be able to do something besides renew the food order," Miss Anderson submitted. "Mrs. Angelica works six hours a day every day but Sunday and two nights she works three hours extra. That's 42 hours a week. Under the code, the minimum is $13 for a 40-hour week, or 35 cents by the hour, with time-and-a-half for overtime. She knows that, but she doesn't dare say anything for fear of being fired. 'Any time they want, they get somebody for my job,' she says, and of course it's the truth."

Another investigator was sorely troubled about Mr. Schmidt, a cabinet-maker who had been called back by his former employer at $35 a week. This was $10 less than he had formerly received, but he had accepted it joyfully and returned to his bench "a new man" after more than a year of odd jobs and anxiety. "But he came to see me today," Miss Martin reported, "to tell me that now the firm had gone under a code, all the skilled men have been laid off and less experienced men hired at $15 a week. That's the code minimum. Mr. Schmidt was told that he might be needed sometimes to put on 'the finer touches,' but it will be only a few days' work now and then. He is so bitter and discouraged I'm afraid he'll crack up." Surely, Miss Bailey meditated, that was not the way the codes were intended to function. But what could Mr. Schmidt or the Association do about it?

And now this morning, in the precious half hour before the day's work descended full weight, Miss Bailey's concentration on her monthly report had been shattered by Mrs. Blumberg, half hysterical, shouting over the telephone, "Miss, you gotta do something with Irving! Two weeks only he's been back at work and he ain't gonna last through the week if he don't quit acting the damn fool. It's the union. The union is after him to organize his shop. The boss ain't gonna stand for that. Open-shop he's been and open-shop he'll stay. But Irving he don't think of me and the kids and the rent. No, he's gotta save the world. The boss is goin' to fire him the minute he finds him out. Then we're back on the charity. You gotta do something with him—"

Miss Bailey attempted a calm word, but no word of hers could stem that tide of panic.

"The NRA gives the right to organize? Oh, yeah? Irving says so, too. So did my brother-in-law over to Feinman's. And how long did he last when the boss finds out he's organizing for the union? Just long enough for the boss to say, 'You're fired!' I'll send Irving to you the minute he gets home. You wait there, Miss, and you throw a good scare into him—"

Miss Bailey sighed as Mrs. Blumberg slammed down her receiver. It was the terror edging the client's voice that disturbed her and her own sense of puzzled helplessness. With sudden decision she reached for the telephone and called the local NRA headquarters.

"Miss Bailey of the Welfare? Yes, indeed, Miss Bailey, what can we do for you? Some of your clients in difficulty under the codes? Just a moment—I'm going to switch your call to the Labor Board, which also has offices here."

And then a clear, business-like voice:

"Miss Bailey? This is the vice-chairman of the Regional Labor Board. Could you come down and talk things over? Two o'clock? Fine!"

"I declare, I believe I know now how strange and uncertain a new client feels," Miss Bailey thought to herself, as she made her way through the somewhat motley crowd of employers, employes and "the public" thronging the waiting-room of the NRA. The vice-chairman of the Regional Labor Board, formerly a university professor of psychology and then a successful personnel director, took over the interview.

"Do you know our set-up, Miss Bailey? You have probably brought some cases to discuss. But would a blueprint of the machinery help?"

MISS BAILEY agreed that it would. And to herself she thought, "I really am like a client! Half the time they're all of a dither just because they don't know how our wheels go round."

"The task of enforcing the codes is divided among three agencies," the vice-chairman was explaining. "The code authority handles all complaints as to fair practice within the industry—price undercutting, misleading advertising, and so on. The Compliance Board is responsible for standards of hours and wages. There is a national compliance director; under him a compliance director in each state, with local boards in most industrial communities. The Regional Labor Boards—there are 19 of them—function under the National Labor Board in strike situations and to protect the right of workers to organize. The code authorities and the Compliance Boards are part of the National Recovery Administration. The National Labor Board and its subsidiaries are independent of NRA, but of course closely related to it. Now where do your lines cross ours? Let's have specific cases."

Miss Bailey submitted Mrs. Angelica and her sub-standard wage.

"That belongs to the Compliance Board," said the vice-chairman. "The employer should be reported at once. In the-

ory, the name of the individual making the complaint is not divulged by the board to the employer. In practice, I regret to state, this confidence is sometimes violated. In some communities, code compliance has been pretty much turned over to local Chambers of Commerce. There the procedure may be something like this. Minnie Jones writes to the Compliance Board to say that the X Company is paying her $10 a week while the minimum for the industry is $14. The director telephones the plant manager, with whom he played golf the day before. 'Hello, Ted,' he says, 'I've got a complaint against you.' 'That so? Who's making it?' 'Minnie Jones says you're paying her under the minimum.' 'She does, does she? Well, I'll look after Minnie. Thanks, Joe.' If Minnie belongs to an organized trade, her union will help fight her battle. But only a small percentage of American workers are union members, and obviously the unorganized need help in carrying such a complaint as Mrs. Angelica's to the Compliance Board. The procedure then would be for the Compliance Board to inspect factory payrolls and time cards, to see that the wages of all X Company employes, including Minnie Jones, are brought up to standard.

"While I am very frank with you about the chief weaknesses of the set-up, I take it for granted that you realize that in scores of communities the Compliance Board is doing a first-rate job, protecting employes and pushing through on all complaints. Now, what next?"

MISS BAILEY stated Mr. Schmidt's case.

"That violation, or any other of the same general type, also goes to the Compliance Board as 'a subterfuge to evade the letter and spirit of the Recovery Act.' The purpose of NRA, as you know, is to increase employment and purchasing-power. Obviously, Mr. Schmidt's employer is doing neither, though he's signed his code and flies the Blue Eagle. What else?"

Miss Bailey reported Mr. Blumberg's efforts to organize his shop, and Mrs. Blumberg's fear that they would cost him his job.

"That comes right to this desk, Miss Bailey. The National Labor Board, directly or through regional boards, has already secured the reinstatement of more than eight thousand employes discharged for exercising their right to organize. Either threat of dismissal or actual dismissal for union activities should be reported at once to the Regional Labor Board. The matter will be handled by correspondence if possible, but a field agent will be sent if the situation requires it. It goes without saying that regional labor boards, like compliance boards, are not uniformly effective. If there is undue delay in taking back a dismissed employe, he or the welfare agency would do well to send a summary of facts to the National Labor Board in Washington. The Washington office will prod its local representatives or, if necessary, the matter will be handled direct from headquarters. Can't you get Mrs. Blumberg's brother-in-law to report his dismissal? He owes that to his fellow-workers and to the recovery program as well as to himself. And be sure you send Mr. Blumberg to me if he is threatened or actually fired.

"In general, Miss Bailey, I should say that these are not matters for the home visitor to try to handle. Her part is to be on the alert for such cases, to get an accurate story and to turn over the facts to her supervisor. The story itself must be verified. Further, the supervisor needs the advice and the backing of her board or of her responsible committee in meeting these situations. The wise and vigorous handling of such complaints as you've outlined goes far beyond your clients' immediate welfare—it's the surest way to strengthen the codes. But there's no rule. We can't untangle any of these snarls by formula. New factors—and personalities—are involved every time."

"Would it be helpful," Miss Bailey suggested, "to have a small committee within our organization to deal with such cases?"

"Splendid! That committee ought to be constantly in touch with the local NRA agencies and also with leading employers. And you and your associates must not forget that the whole Recovery Program is experimental. Personnel and procedure are on trial and constantly changing in the light of experience.

"Sometimes the association may want to deal directly with the employer rather than through one of the new agencies. Perhaps judicious pressure can be applied by a member of the relief agency's board of directors. Often the fact that the welfare organization is active in the case will bring home to the employer the fact that code complaints do not mean that 'the government is fussing again,' but that the Reemployment Agreement and the codes are backed by informed public opinion. Now and then the cooperation of the newspapers will be needed. In some instances, the mere suggestion of 'giving the story to the press' is enough.

"And always remember that the case of an employe discharged after making a code complaint should be carried at once to the state compliance director and, failing action there, straight to Washington."

"Now let me be sure I have this straight," said Miss Bailey. "When a home visitor is told a story of code violation, you advise that she turn over the facts to her supervisor, who, we agree, should refer them at once to a special committee. The committee will verify the story and take action. If the complaint involves hours, wages, or 'subterfuge to evade,' the NRA agency to go to is the state compliance director or the local Compliance Board. If it involves union membership or organization, it goes to the Regional Labor Board. If nothing happens, the case should be referred to the National Labor Board or the national compliance director at NRA headquarters in Washington. And their own common sense must tell the supervisor and the committee how best to work with these agencies, when to appeal direct to the employer, when to try to exert personal pressure, and when to air the situation through the newspapers."

"Right, Miss Bailey—and the greatest of these is common sense!"

THE New Deal has brought new situations into relief work and has created new machinery with which relief workers must be familiar in the interest of their clients. Bona fide situations arising in a relief office are the basis of this discussion by an official of a Regional Labor Board. This is the fourteenth of a series of Survey articles, the first eight of which are available in the pamphlet, Miss Bailey Says . . . (30 cents postpaid from The Survey.) Articles to come, When Families Are Set in Their Ways; and Nerves.

How Wichita Unsnarled Relief

By ROBERT O. LOOSLEY

Recently Executive Secretary Community Chest, Wichita, Kansas

I AM touching wood as I say it, but after a fair trial it really looks as though Wichita had found the formula for Cooperation—note that capital C—among relief agencies. It isn't Utopia yet, but it is a big improvement on the old go-it-alone days. What is more, our formula, we happily discovered, met in general the requirement of the FERA for public-agency responsibility for public funds, so that we have had little or no painful grinding into new gears.

Our progress toward cooperation was slow and sometimes crab-wise. The depression caught us with the usual relief set-up of a young mid-western city—a county poor-commissioner, a family-welfare society, a free milk and ice fund, the Red Cross, the Salvation Army and so on. On the whole we were bountifully supplied with such agencies. Relationships between them were not always happy and standards of work, when there were any, differed widely. During the first year there was trouble. One group was all for a big soup-kitchen as economical and humane, another figured that the best way to hold down relief was to be as gruff and penurious as possible. The case-work agencies plodded doggedly along and everyone competed for public approval.

One winter of near-anarchy was enough for everybody and gradually the Community Chest and its committees gathered backing for their determination that any emergency measures should be undertaken as a unit and not as independent agency projects. So a work-relief program was launched under the wing of a committee of five representatives of the chest and of civic and governmental agencies. Guided by the experience of other communities this program was a success and gave the community a lesson in coordination which it did not forget. When federal funds came into the picture through the RFC this committee with more members and an expanded program carried on as the County Relief Committee.

But centralizing the emergency program was not enough. Too many families on work relief were also receiving direct relief, often without regard to work-relief income. The system was too complicated for even the case worker to understand, let alone the bewildered client and average citizen. Groceries came from the county, rent from the Family Welfare Association, and milk from the milk fund. Clothing for school children came from the county, for pre-school children and adults from the Family Society. Work was assigned from one office, utility bills were paid from another,—until the Chest office became a sort of Travelers Aid for those who didn't know where to go next.

That's where the Central Application Bureau came in. First to eliminate duplication of effort and relief, to provide one central point to which those in need of aid could apply, to provide a competent and adequate staff for first interviews. It began as a clearing-house governed by a committee with representation from each of the cooperating agencies. But that is not where it ended. The county with a case load of twelve hundred was spending some $100,000 a year without any other staff than the poor commissioner and a clerk. No federal funds could be used for administration. If the relief fund was to be spent effectively the Chest would have to foot the administrative bill.

And this is what happened. B. E. George, the commissioner of the poor, was made director of the Central Application Bureau. It doesn't sound ideal to those who haven't met the commissioner, but it could scarcely be better. Esther Twente, secretary of the Family Society in Kansas City, Kansas, came to us as case supervisor. Workers were begged, borrowed, and hired until in the course of two weeks we had doubled the available case-work staff.

The first job for these case workers was to straighten out the mess the county was in,—and how the bewildered and harassed county commissioners welcomed them! They were paid from Chest funds and worked on county cases. Then as this situation straightened out they gradually took over the three thousand cases of the County Relief Committee. They became the joint staff of the County Department, the County Committee, and the Central Application Bureau, but by this time the number of case workers had almost doubled again.

In the meantime the Family Welfare Association was wondering how it could best fit into the picture. Obviously the relief function had been taken over by public funds. In spite of the fact that it was spending three times as much money in 1933 as in 1923, the Association's proportion of total relief was only 5 percent, as against 62 percent ten years ago. In addition to federal funds, the county's poor fund levy had been tripled by the last session of the legislature. With the development of a competent staff for the public agency, the administration of relief as the Family Welfare Association had known it before was no longer necessary.

AT this point Stockton Raymond, then of the Family Welfare Association of America, came by invitation of the local FWA to make us a visit and to lend a hand in planning. Already the staff of the Central Application Bureau was feeling the need of more specialized service with many of their families, and Mr. Raymond had no difficulty in convincing the Association that its most important service to the program was not to be rendered in general relief administration, but in the special family services that a public-relief office cannot, at least at this stage, provide.

Here is the way that it worked out. The commissioner of the poor is the director of the Central Application Bureau, and of relief from state and federal funds. That ties in the executive direction of three important agencies. Miss Twente is case supervisor of the Central Application Bureau, and of the County Relief Committee, and also assistant commissioner of the poor, and assistant secretary of the Family Welfare Association. That ties in the case-work direction of all four agencies. The four agencies work as one. Federal, state and county funds go as far as they can. Chest money fits in where legal limitations and lack of resources threaten disruption. The staff is mobile. The case supervisor adjusts the staffs to make the best combination

regardless of which agency pays them. Those with executive case-work skill and those with leadership ability find their level of best performance. When one staff has an emergency overload, all available workers are rushed to help out, including stenographers to take the records. When the Red Cross people got in a jam at one stage, a case worker was assigned to their office to see them through. Volunteers are assigned to the children's and health agencies, public and private, to help out, observe and learn.

Not so long ago case workers from the different agencies were rivals. Private agencies looked upon public officials with scorn which was returned with indifference. But now the most reticent have been drawn into the fellowship of a professional group doing the best it can with the machinery available, and every one willing to learn. Miss Twente has divided the staff into three groups for study purposes: intensive case work, including personality adjustment; relief administration, with methods, standards and effects of relief giving; and community resources. The whole staff meets once a week to learn more about each others' jobs and to hear executives from other agencies.

If you were to ask, "Who put it over," the answer would be "Everybody." The Chest was there with a detailed plan when the break came. The break came when everybody was tired of trying their own schemes while matters gradually became worse. The county commissioners were glad to share their responsibility; the Chamber of Commerce to lend its prestige and influence for the sake of developing an efficient administration of tax funds. The County Relief Committee was looking for help, the State Committee wanted centralization, the private agencies were willing to play ball, and the Chest had the money to make it work. As in every other enterprise several powerful and tactful personalities keep it going.

To sum it up: we have in the family relief field interlocking directorates, an interchangeable staff, and supplementing funds. We have five relief agencies, each preserving separate legal and accounting identity, but operating as one. We have a good public-relief administration, backed by a private agency giving specialized service. We have Uncle Sam protecting standards of work, and politicians, social workers and civic leaders working together in the interests of the community.

We are asking ourselves the same question you have in mind, "How long will it last?" We don't know but at least it has carried us over a stretch of rough road.

The Passing of Side-Line Recreation?

By WEAVER PANGBURN
National Recreation Association

"WELL, no matter what happens, we can still laugh together. We can still go on long walks." Thus a young couple, highly trained and experienced professionally, both of whom however, had been practically unemployed during the past three years. No more theaters, operas, week-end trips and other activities so generously indulged in formerly. Their only recreation today is study at home, reading library books, and a very occasional visit to a 15-cent movie.

"Good-bye to my life-long hobby"—these were the words of a sixty-five-year-old man, who was forced to abandon his dearly loved flower garden when he moved into smaller quarters. But no sadder was he than was the laborer whose sole diversion had been playing in an orchestra, which had recently disbanded. Nor than the young clerk of twenty-seven who no longer could afford the small fee for YMCA classes and clubs, and the social-work executive who at fifty found it necessary to give up all plans for travel and even to curtail buying books, magazines, and subscriptions to concerts and lectures.

All these are illustrations of the impact of hard times on the leisure of some five thousand men and women who shared in a recent study made and published by the National Recreation Association of what people are doing and what they would like to do in the way of recreation (price $1. from 315 Fourth Ave. New York City.)

A sense of insecurity paralyzed all interest in an effective use of leisure for many of the jobless. On the other hand others for the first time were free to take part in hobbies, playing with their children, gardening, making things for the home, while another large group evinced a growing interest in lectures, forums, debates and serious reading. In short, the adjustments made under pressure of difficult conditions varied of course with the individual's resourcefulness, training, taste and emotional resiliency, as well as on the community facilities.

The ingenuity of one unemployed man—an Italian—indicates the importance of individual resourcefulness. Musically inclined, his first thought was to secure a piano to while away his large burden of free time. But a piano costs money; no insuperable obstacle to this man, though. He delved around in an old dump, "collected" a piano, and found the missing parts in other similar forages. A few days of labor and a restored piano became his proud possession, shared with his musical family, all of whom were unemployed.

The experience of a professor of chemistry in New England, unemployed for a year, is typical of others who suddenly "discovered" community resources. Induced by his wife to join a manual-training group in a recreation center where she was doing craft work, though he had never worked with his hands before, he finally succeeded in making a "beautiful" corner cupboard. His wife reports he was "revolutionized," that he is thrilled over the fact that now he had "an avocation for life." This is the hopeful side of the picture.

And so we could go on telling of the five thousand men and women whose "leisure" experiences contributed to this study. Forty-three percent were employed full time, 28 percent part time, 11 percent occasionally, 18 percent not at all. They represented many occupations—hatters, housewives, truckmen, freight handlers, barbers, meat cutters, weavers, teachers, social workers, librarians, authors, janitors, actresses, brokers, musicians, clerks, nurses, housemaids, chauffeurs, sales folk, telephone girls, machine operators, mill workers, executives, construction engineers and architects. They varied as to social and national groups and the sexes. More than half were twenty-

one to thirty-five years old, 80 percent being over twenty-one. Four fifths lived in Boston, Watertown and Worcester, Mass.; Newark, Irvington and Milburn, N. J.; Durham, N. C.; and Utica, N. Y.

They were asked to check on a questionnaire listing ninety-four leisure-time activities (1) which they were doing; (2) which they did often; (3) which they had done more of during the previous year; (4) which they had done less of; (5) which they would like to do. The information thus obtained was supplemented by personal interviews.

Reading newspapers and magazines proved the diversion of the largest number, 3977 people indulging in this activity, while conversation was the activity of the smallest number—2735. Between these two the diversions reported by the most people were in the order named: the radio, the movies, visiting or entertaining, reading books of fiction, motoring, swimming, writing letters, reading non-fiction books.

AGAIN reading newspapers and magazines and listening to the radio led the list in the answers as to what people did *often*, with the cinema, visiting or entertaining, reading fiction and non-fiction books, motoring, swimming, writing letters and conversation completing the list of the ten most popular pursuits.

Altogether the number of different leisure activities averaged twenty-five per individual. Bridge at home, picnicking, attending the legitimate theater, parties or socials, and hiking were fairly numerous, each having more than two thousand adherents. Family parties were indulged in by almost two thousand individuals. Playing tennis and serious study were in close competition for nineteenth place. Music, drama and crafts, as well as games, sports and outing activities ranked low.

Loafing was far down the list. Playing in bands or orchestras was near the bottom, along with croquet, evening school, archery and raising chickens. Taking part in political, church or civic activities rated 1747 devotees, occupied twenty-fourth position in point of numbers reporting, but stood in fifteenth place from the point of view of frequency of participation.

Plainly these recreations—especially the ones indulged in often—center mainly in or about the home, cost little or nothing, and are individual and quiet or passive. Group participation, social intercourse and physical activity are signally lacking.

Judging from these findings, the number of persons reached by the programs of recreational and educational agencies is small compared with those who participate in activities carried on individually, either at home or in informal outside activity. Further inquiry as to the reasons for this should prove interesting.

What do people want to do? According to these five thousand people, not what they are doing—tennis, swimming, boating, playing golf, camping, caring for flower gardens, playing musical instruments, motoring, theater-going, and ice-skating received the highest number of votes, with hiking, taking part in amateur dramatics, fishing and listening to the radio also ranking high. Unlike their present activities, these preferences, chiefly away from the home, call for vigorous and even strenuous physical exertion. As Prof. Jesse Steiner concluded in Americans at Play, at heart the people of the United States are not "spectators."

With one or two exceptions the ten most desired diversions are obtainable only at some financial cost for equipment, instruction or admission fees. More than half, and those desired by the largest number, involve facilities, organization, leadership or other special provision by public or private agencies of the community. Obviously the job of providing inexpensive opportunities for people to do what they would enjoy away from their homes is still largely to be tackled.

Again home activities and others costing little showed the greatest gain in answer to the question as to changes in the use of leisure in a year's time. A large increase in educational interests was indicated. In general, financial limitations rather than choice dictated the change in people's use of leisure. Among the reasons given frequently for discontinuing outside group activities were "lack of funds"; "no proper clothes"; "inadequate facilities in the neighborhood"; "no money for carfares"; "added duties and responsibilities due to enlarged households"; "over-time work"; "too discouraged or worried because of loss of job to concentrate on anything."

Judging by the Newark and Boston people who constituted nearly a half of the individuals included in the survey, the full-time employed have had a diminishing variety and frequency of leisure-time activities. The reason for this is a matter for speculation, though it may be pertinent to note as revealed by interviews that they were required to work long hours at low wages (the inquiry was completed before the new industrial codes went into effect), or were helping relatives or actually caring for relatives in their homes, or because of fear of unemployment saving every possible penny. Furthermore, it should be noted that two thirds were women and girls whose activities are likely to be more restricted than men's.

The part-time employed group had the best-balanced recreation diet both with respect to home and outside interests. This group strengthened its leisure-time experiences during the depression, indicating that added leisure resulting from part-time employment makes possible and is being used for a richer recreational life.

The entirely unemployed and those only occasionally employed were in the least favorable position, obviously handicapped by lack of funds, clothing and home facilities as well as mental condition arising from unemployment. Many types of activities were entirely closed to them.

IF this inquiry is any index, the American people are less satisfied than heretofore with vicarious enjoyment of sport, of outdoor life and the arts, and want to participate themselves. The laissez-faire theory of leisure obviously gathers no support from this study. Personal initiative or commercial enterprise cannot fully meet the need. Community planning for these satisfactions on a large scale is necessary. Municipalities and counties should multiply their tennis courts, and swimming-pools, extend their bathing-beaches and golf courses, and make ampler provisions for boating and fishing. People will attend the theater more frequently when the price of tickets is made more reasonable. More art classes, orchestras and drama groups under public and private auspices are needed. Opportunities for recreation and study must be brought to the neighborhoods where people live and made inexpensive. Although a return of prosperity would restore buying power for some and enable them to satisfy their wants, the things that the majority desire are not by and large in their power as individuals to secure. Leisure must be further socialized.

Elizabethan Hangover

By THOMAS E. MURPHY

Secretary Public Welfare Commission, State of Rhode Island and Providence Plantations

IF you know your Dickens you know that Mr. Bumble, the beadle, felt very badly because, as he said, speaking of Oliver Twist, "And notwithstanding a offered reward of ten pound, which was afterwards increased to twenty; notwithstanding the most superlative and, I may say, supernat'ral exertions on the part of this parish, we have not been able to discover who his father is, or what was his mother's settlement." We feel very sorry for Mr. Bumble, in fact we feel very sorry for all the present-day Bumbles, in the person of officials who are more concerned with finding legal loopholes through which destitute people can be passed on to another town and state than they are in the relief of human distress.

We feel sorry for them because they are that way. They have been brought up on the theory, "no settlement, no assistance." Imagine their consternation to find on their relief lists, individuals who have invaded the sacred precincts of their township and who have had the audacity to be cold and hungry—and without a settlement! They are as outraged as the original Mr. Bumble.

Quite recently I read the "poor relief" laws of the various states. When I had finished a doubt assailed me. Perhaps I had misread the title, and had been reading about the "support, discipline and keeping out of lepers." But I was not mistaken, the title was clear, "The support of paupers and the keeping out and discipline of paupers." There is no mistaking the spirit of these laws. The contempt and callous indifference that generally pervades them is such that it is incredible that in this year 1934 they are still a determining factor in the treatment of those unfortunate citizens opprobriously defined, by statute, as paupers.

What is a pauper? According to the law books, "any poor and indigent person who is dependent on public or private relief for support." Such "paupers" may be aided if they have a settlement but (beneficent law) "may not be confined with ball and chain except where they may be necessary . . ." (Rhode Island) nor may they be hired out at auction (North Carolina). Now we all know that balls and chains are not going to be used; and know that no more auctions are going to be held—those are merely unpleasant reminders of an unpleasant past. But with the legal definition of pauper goes the law of settlement under which the pauper claims the relief on which he is dependent, and that law of settlement is just as present and just as plaguing today as it was in the day of Mr. Bumble.

What is a settlement? It is a product of Elizabethan England, originally planned to fix the responsibility for the support of the poor upon certain parishes. This statute, 43 Eliz. 2., created for the first time the position of "overseer of the poor". According to Blackstone's Commentaries (Vol. iv. 361,) it was supposed to work wonders. Let us quote:

> . . . and if every poor man and his family were regularly employed and allowed the whole profits of their labor; a spirit of busy cheerfulness would soon diffuse itself through every cottage. . . . This appears to have been the plan of the statute of Queen Elizabeth in which the only defect was confining the management of the poor to small parochial districts which are frequently incapable of furnishing proper work or providing an able director.

According to this same writer a different plan was adopted after the restoration by the statute 13 and 14 Car. II and a legal settlement was declared to be gained by "birth inhabitancy, apprenticeship or service for forty days."

Not particularly good in ancient provincial England, this remains the framework of our settlement laws—under which we are coping in the United States of America in the year 1934, and in the fifth winter of depression with conditions in forty-eight states and innumerable cities, towns and counties. Just to make it harder each of the states has made its own rules for the game of "settlement, settlement, who's got a settlement?"

Until a few years ago you could live in Rhode Island for fifty years consecutively, in one town, and never gain a settlement. Now you have merely to live for ten consecutive years in one city or town and accept no aid during that period. In Connecticut, you may, if you are a "foreigner," be admitted to the inner circle upon the "vote of the inhabitants of the town or by the consent of the justices of the peace and the selectmen;" if you are a native American you can get in by owning real property in fee, to the amount of $334 (and how that figure was reached I cannot guess), or by residence of one year, plus the above mentioned vote. If you happen to be one of those unfortunates not voted in, and happen to lose your job, the justice of the peace may issue a warrant to any policeman and order you removed from the state. In the sovereign state of Alabama, the members of the court are charged with the duty of seeing that settled paupers are prevented from "strolling from one district to another."

THE truth is, our poor relief laws would be vastly amusing if they were not so shocking in light of present conditions. During our days of prosperity we could afford to chuckle over the quaint language which describes the poor and indigent person, protects him against balls and chains and auction blocks, and prevents his "strolling". But the quaint phraseology becomes tragic when it serves to bulwark shortsighted public officials in refusing assistance to hapless families for whom the community has moral, if not legal responsibility.

Here is an example of what can—and does—happen: John Doe resides in the city of Providence for seven years; he moves to Newport and lives there nine years, thence to Pawtucket for eight years. Having lost his job and hearing of great industrial activity in a neighboring state, he packs up his small belongings and "strolls" across the line. After a few months futile searching for work he applies to the Transient Bureau. They wire back to his home state, and in reply get: "John Doe has no settlement in this state." Poor John has lived in Rhode Island continuously for twenty-four years, but under the law he is a man without a settlement. Meanwhile some local official pats himself on

the back and chuckles with glee; he has prevented another "pauper" from returning.

The constitution may or may not be "the refuge of rogues," but it is certain that the settlement law is the refuge of the small-minded, whose sole idea, even after these four demoralizing years, is to slip out of as much responsibility as possible. State officials, and others of broader gauge find their efforts to do anything constructive thwarted by a set of statutes, outmoded fifty years ago. All they can do is to persuade, coax or beseech local authorities to accept their moral obligations.

I daresay the principal difficulty in this connection is encountered in New England. When that section of these United States was founded anyone who lived more than a few miles away was an "outlander," sniffed at with suspicion. This standoffishness yes, and frugality, is reflected in the conservatism of the settlement laws. Rhode Island, of course, heads the list with a ten-year requirement; Connecticut with its voting clause is deserving of honorable mention; Maine has provision for awarding a settlement after "five years' residence without receiving supplies", and even Massachusetts whose record is otherwise good, requires five years' continuous residence. New Hampshire has, within a year, reduced its requirements to five years. Compare this to Iowa, Michigan, New York, Minnesota, Ohio, and others who require a year or less continuous residence.

THIS matter of settlement would be of only academic interest if it did not consume so much of the attention of local officials and did not have within it such serious future complications for great numbers of unemployed now driven to the necessity of accepting relief though no one in his right mind would call them paupers.

Not long ago a very young and naive man suggested that under the laws of a certain state, all persons receiving relief were legal paupers, and that the relief they were receiving might debar them from securing a settlement in years to come. He suggested that the law be changed, and that all unemployment relief be designated by statute as separate and apart from "poor relief". Alas those suggestions were distorted by a political campaign and were lost in a sea of emotional gush. But about five years from now, some two-by-four official is going to disclaim responsibility for a family, by saying, "Settlement lost in 1932–1933 by receipt of public relief". And he will chuckle to himself at his own acumen in discovering this loophole. Impossible, you think? Too technical? If you think anything is too technical let me tell you the story of—well, call her Susan Saunders, right out of current files.

Susan, aged 71, sick and feeble, is the last member of a good old New England family. Her eight brothers and sisters, all taxpayers in their day, are dead. Writes the State Department of Welfare to the director of poor relief, town of R.:

> Miss Saunders was born in what is now the town of W. Her father owned real estate there. She left W. in 1905 and moved to E. where she stayed until 1908. She then moved to R. and stayed there continuously for a period of over ten years without receiving aid of any sort and is, consequently entitled to a settlement in your town.

Replies the director of poor relief, Town of R.,

> I have been to quite a little trouble and some expense to get at the facts in regard to the settlement of Susan Saunders . . . [Details of early movings] . . . and in the latter part of April 1908 moved on to what we know as the Elijah Hoxie farm in the Town of R. and lived there. This place changed hands several times and came into the hands of Thomas Saunders who in December 1917 issued a notice drawn by Nathan B. Young, attorney, warning her to vacate these premises on the first of April 1918. This notice was served on her December 24, 1917, and so, if she came to this place as she says she did in the latter part of April 1908, and went away on the first day of April 1918, she did not live there ten years but lacked some weeks of it, therefore we cannot assume any responsibility for her care.

The state again addresses the director of poor relief:

> The writ that was served by Nathan Young was not enforced and she remained in occupation of that house two years after the service of the writ, after which she left voluntarily, which establishes the incontrovertible fact that she was a resident of your town for about twelve years.

Nothing daunted, the director replies:

> I know every place where she has lived since she came from W. into the town of E. in 1905. I also know when she came to the Hoxie farm in R. having had an all-day auction sale on that farm a few days after she came. She says she moved on to this farm the latter part of April and I have good reason to believe it was the very last day of April 1908. I have in my possession a warrant issued by Justice Nathan Young and duly served upon her to leave this place on or before the first day of April 1918 and Thomas Saunders who then owned and still owns the place says she left the place on that warrant. So you see, she lacked some weeks, or about a month of living ten years continually in the town of R. and thus has no settlement here.

But why prolong it. The conclusion is that by dint of great effort and research the Town of R. finds the letter of the law to stand on, and there it stands and what becomes of poor old Susan Saunders is nobody's business.

What is the answer? First off, the word "settlement," with its tradition of pettiness, meanness and cruelty should be outlawed. The claim for relief should be on residence determined by any of the usual methods, the fact that a man has registered to vote, that he has occupied a house with his family and furniture for a certain, not too long period of time. Conceivably common sense and common humanity might be a factor in the decision for we have passed the stage where everyone outside the village environs is an outsider, and may as well reconcile ourselves to taking care of those who are in need regardless of settlement.

THE FERA, through its state transient bureaus is cutting away a lot of red tape from local procedures, and, backed at the moment at least by public opinion, is forcing communities to accept the care of people in distress who have a natural and equitable claim on them. But the old laws, with their anomalies, their absurdities, their cruelties, remain on the books. There can be no permanent reform in the "support . . . and discipline of paupers"—and in most states every unemployed person in receipt of federal aid is technically just that—until these old stupid laws of the Elizabethan era are replaced with modern uniform legislation which will obliterate the pompous provincialism of the present day Bumbles.

Some years ago The Survey published a cartoon of a child drowning in a sea of neglect. Standing around, prim and tight lipped, were the various states each one saying "'Tain't mine, she ain't got a settlement." Meanwhile, we suppose, the child drowned.

THE COMMON WELFARE

More Power to the Labor Board

SENATOR WAGNER'S Trades Disputes Bill (S. 2926) introduced early in the present session, proposes "to equalize the bargaining power of employers and employes, to encourage the amicable settlement" of industrial controversy by making the National Labor Board a permanent agency, broadening and reinforcing its authority. The most controversial portion of the measure is Section 5 which, as originally drawn, virtually outlawed the so-called company union. Specifically, it forbade the employer:

to initiate, participate in, supervise or influence the formation, constitution, by-laws, other governing rules, operations, policies or elections of any labor organization. To contribute financial or other material support to any labor organization, by compensating anyone for service performed in behalf of any labor organization, or by any other means whatsoever.

The hearings on the threatened strike of the automobile workers before the National Labor Board last month underscored the need for definite restrictions, if there is to be any reality for workers in the guarantees of Section 7-a of the Recovery Act, assuring labor the right "to organize and bargain collectively through representatives of their own choosing." Meanwhile, the terms of the agreement settling the automobile controversy run counter to specific provisions of the Trades Disputes Bill. Under that agreement, company unions, initiated and almost invariably financed by management, are placed on a level with unions formed and run by the workers themselves.

Senator Wagner subsequently told the Senate Education and Labor Committee that to bring his bill into conformity with the President's agreement in the automobile case, he would consent to changes permitting company unions, so long as "company-dominated unions" are declared to constitute "unfair labor practice for an employer." This is a distinction difficult to establish in fact.

Strong opposition to the bill, particularly on the part of trade associations, chambers of commerce and similar groups, has developed. It is possible that if the measure is modified in line with the automobile settlement, chances of its passage will be increased. Whether or not it is enacted at this session, the bill will serve a useful purpose if it helps make clear the organized opposition to any strengthening of the American labor movement under Section 7-a of the Recovery Act.

Modern Penology on Trial

EIGHTEEN years after the principles of Thomas Mott Osborne went on trial in New York State modern penology is brought again to the bar of public opinion, this time in the state of Massachusetts, in the person of Howard B. Gill, superintendent of Norfolk Prison Colony. This eight-year-old institution, operated on the theory that prisoners are men, hailed by authorities as "the most interesting piece of pioneer work in penology in America," has fallen afoul a storm of criticism which threatens to damage its promising beginning if not to wreck its whole progressive program. Following charges of mismanagement Mr. Gill was "withdrawn" from active duty several months ago by Frederick J. Dillon, commissioner of correction, while Francis X. Hurley, state auditor, was assigned by Governor Ely to investigate the whole situation. As a result of what Mr. Gill terms a "hit and run" inquiry, thirty-six allegations were filed and opportunity given Mr. Gill by means of a public hearing, to reply to them. It was apparent at this hearing, held under unfavorable conditions and touched up with the quips of Governor Ely and acerbities of counsel, that it was not Mr. Gill and the details of his administration that were under fire but the whole philosophy which he and Norfolk represent of the constructive rehabilitation of prisoners, man by man.

At this writing a decision on the removal or retention of Mr. Gill has not been announced. Meantime a strong body of public opinion, not adequately reflected it is said, in Boston newspapers, has shown itself determined that whether one person goes or stays Norfolk itself, with all that it represents in progressive prison policy, shall go on.

Labor Starts Rebuilding London

IN ITS determination "to regenerate the civic life of the metropolis, and build a worthier and nobler city" the Labour Party, which has recently won a substantial majority in the London County Council, announced its intention of building 100,000 cheap homes. This is a new departure in English housing history, for although that county has since 1920 been among the leaders in a campaign for decent housing, having actually cooperated with local authorities in the building of over two million new dwellings, the impetus has come entirely from the national government. It is interesting to note that, unlike the multiple dwellings built by the former socialist government in Vienna, the London buildings, in accordance with English tradition, will be individual houses.

The Doctors and Compensation

RECOMMENDED by Governor Herbert H. Lehmann and strongly endorsed by the New York Academy of Medicine, amendments to the workmen's compensation law are before the New York State Assembly in a bill introduced by Assemblyman Jacob Livingston. The amendments are designed to correct abuses and inadequacies under the present law recently reported by a committee of distinguished physicians appointed by the governor. The most important change is to place in the hands of the county medical societies a large part of the responsibility for maintaining standards of professional competence and conduct in the care of injured workers. A certificate authorizing a physician to give care under the law will be issued only after the county society has approved and specified his qualifications. County medical societies also will be responsible for inspection of the so-called compensation clinics. Injured workers may choose a physician from among those so enrolled and are not obliged to accept the services of an enrolled physician engaged by their employer. These and other provisions to eliminate shoddy and commercialized services—often actually amounting to racketeering—promise great benefit to workers under the compensation act. Insofar

as existing law permits, many of the provisions already have been put into force by the City of New York for injured city workers as a protection both to the city and the worker. The importance of the measure, however, goes further than compensation cases. In accepting responsibility for maintaining professional standards and a part in joint action through a Medical Advisory and Appeal Board, the organized medical profession would bring to public service a contribution which the doctors alone can give.

Interstate Compacts

BREAKING down barriers of business competition which so often stand in the way of needed labor legislation, the plan of joint state action, an outgrowth of the Conference of Governors called by Governor Roosevelt in 1931, has resulted in organization for fact-finding and common effort by a group of northeastern states, by a group of southern states and in a bill to authorize interstate agreements in this field. The plan of interstate compacts on labor legislation looks toward simultaneous action by normally competing states to regulate with substantial uniformity such controversial matters as child labor, minimum-wage standards, hours of work, night work and so on. The scheme and the progress to date were brought out at the hearings held late in March before the House Judiciary Committee on the bill (H.J.Res. 267) introduced by Representative McCormack of Massachusetts. As was there made clear, the present differences in labor provisions cause arbitrary differences in labor costs as between the states. In some states, business men are handicapped, in others given undue advantage as the result of varying legislative standards. Interstate compacts offer a practical mechanism for correcting such inequalities and at the same time answer a leading argument by powerful industrial and commercial interests against needed labor legislation.

The Conference of Northeastern States now includes the New England states, New York and Pennsylvania. Massachusetts, Rhode Island and New Hampshire last year established commissions on interstate compacts. The governors of the other states have sent representatives to the three meetings held since the first of the year. In the course of these conferences, both short-term and long-range legislative programs have been worked out, which are stated in full in the first annual report of the Massachusetts Commission (Room 416, State House, Boston.)

Cash Relief

UNDER the pressure of social workers, symptomatic of what they can accomplish when they really do pull together, New York's Wicks Law, basic in the administration of unemployment relief in that state, has been amended to modify the compulsory rigors of relief in kind by permitting the use of cash relief "if and where approved by and under rules and regulations made and conditions specified by the [state Temporary Emergency Relief] Administration." Thus, qualified by ifs and buts, the legal knot is cut by which communities and relief officials, however intelligent, were forced to deny to men and women in distress—because their opportunity for work and wage had disappeared—the right to manage so simple a detail of their personal lives as the choice of their own groceries. The TERA has not yet promulgated its rules and regulations for the new procedure, but as the amendment is generally interpreted it gives each county and city relief authority the power to extend relief in cash or kind at its discretion depending on the circumstances and individuals in each case. Thus families which for any reason are clearly unable to manage their budget efficiently will continue to receive grocery orders while families which make a bad fist of it on cash relief may be put back on relief in kind. This of course puts a heavy responsibility on the judgment of the relief worker but it at least leaves room for the exercise of common sense which the old rule did not.

There can be no doubt of the bitterness and resentment felt by the unemployed over the humiliations visited on them by the practices devised a hundred years ago, and still prevailing, for the discipline of chronic indigents. Through the vigorous agitation of social workers supported by the social intelligence of Governor Herbert H. Lehman a step has been taken to lift one of the worst of these, the grocery order, from the 357,000 families on relief in New York State. But for the remainder of the country the grocery order remains, as William H. Mathews says, "a cloud darkening the whole scene of American relief administration."

Emptying Firetraps

ON A cold morning last month following several dramatic tenement fires in New York City, the belongings of the first families who were forced to leave their former homes vacated by order of the Tenement House Department were moved in trucks supplied by the Police Department, with the help and advice of private social agencies. Tenement-house Commissioner Post of New York is vigorously undertaking a campaign to close up thousands of buildings where conditions are in violation of the law, and to raze those beyond repair. Long considered one of the most effective methods of slum clearance, this is only one side of the picture, however, for decent new homes must be found for the displaced tenants. And here an interesting cooperative plan has been worked out by the Tenement House Department with the Department of Public Welfare and private-welfare organizations, the two welfare agencies, public and private, taking responsibility for whatever social work is necessary in the moving. Called in as soon as a building is condemned, theirs is the job of investigating and assisting these families to move.

Although few families have been moved as yet, the new system has functioned smoothly. No longer need they merely jump from the fire into the frying-pan by moving from one illegal building to another. Intelligent advice and guidance and even financial aid are now available.

Compulsory Health Insurance

AT THEIR annual conference in mid-March the distinguished members of the Advisory Council of the Milbank Memorial Fund listened with the greatest attention to a plan for compulsory health insurance proposed for discussion by Dr. I. S. Falk of the Fund's research staff. Such a plan, Dr. Falk estimated specifically, would cost very little more than Americans pay in the present hit-and-miss ways, but it would assure a vastly greater amount, range and distribution of adequate care. It must include as basic principles the right of free choice of physician, adequate payment of physicians, and professional administration of professional personnel and activities. It should be planned for large groups, preferably on a state-wide basis, and open to all "to whom the private purchase of medical care brings variable costs which are burdensome

and which cannot be budgeted on an individual or family basis." It should provide benefits in service only and not in cash. Alternative arrangements were suggested for the raising of funds through federal subsidy and taxation, state and local, or through some or all of these means combined with contributions from insured persons and employers.

The Council, warmly commending the aims, reach and flexibility of the proposal, recommended that it be submitted for discussion by professional and lay groups—the latter including employers, employes, social workers and others. Copies of the conference proceedings will be sent on request by the Milbank Memorial Fund, 40 Wall Street, New York City. Compulsory insurance on not only a state-wide, but a national basis was strongly advocated by a guest of the Council, Mayor Fiorello La Guardia of New York City, who pointed to state provisions against child labor as a sorry instance of efforts to bring progress piecemeal. Harry L. Hopkins, federal relief administrator, urged the gathering to be bold. "You aren't going to get health insurance if you expect people to do it voluntarily," Mr. Hopkins declared. "I am convinced that by one bold stroke we could carry the American people along not only for health insurance but also for unemployment insurance. I think it could be done in the next eighteen months."

Humanized Immigration Service

THE address at the recent dinner of the National Council on Naturalization and Citizenship of Commissioner of Immigration and Naturalization Service Daniel W. MacCormack confirmed the hopes of social workers who for years have pointed out grave injustices in the administration of the immigration law in vain. Trained as a soldier through many years of service in the Army, connected with the Panama Canal organization, traveling in behalf of the Army in England, France and Russia, director of internal revenue and grain controller for Persia during a famine period, this naturalized citizen, born in Scotland, has reorganized the Immigration and Naturalization Service on a basis that has won the plaudits of congressmen, social workers and other friends of the aliens (see, The New Deal and The Immigrant, page 115). Commissioner MacCormack has voiced approval of reduction of naturalization fees, has pledged to further efforts to establish uniform regulations for naturalization and investigation of causes for denial of citizenship to aliens whose bread depends upon their securing this privilege, and has evidenced indignation at the "extra" legal obstacles placed in the path of simple, law-abiding applicants.

Persian mothers taught their children to pray for "Dan Mirza" who fed them when they were starving. Alien fathers and mothers will add their blessings not only to "Colonel Dan" but also to the Madam Secretary who appointed him.

Foods, Drugs and "Freedom"

THANKS to the untiring perseverance of Senator Copeland, S. 2800, the bill to amend and extend federal control of foods and drugs, has been reported out by the Senate Committee on Commerce and at this writing seems on its way to action. In spite of terrific battering the measure has received in its various stages at the hands of commercial food and drug and advertising interests (see Survey Midmonthly, November 1933, p. 383; December, p. 414; January 1934, p. 16; February, p. 48) S. 2800 remains a vast improvement over our present antiquated law. Evidence of that battering appears in a new section of the bill as reported, specifically permitting artificial coloring of citrus fruit without a warning stamp; the unwary consumer of grapefruit or oranges could not know whether the tinge under his spoon was nature's own or a dye. There is a most unfortunate deletion of an earlier section which would have prohibited advertising of drugs purporting to have an effect in the treatment of diseases such as cancer, tuberculosis, diphtheria, heart disease, appendicitis and other conditions in which self-medication is especially dangerous. Provisions requiring disclosure of the formulas of drug products also have been omitted, and the section authorizing the secretary of agriculture to establish "an objectively determinable minimum standard of quality and fill of container" for food has been weakened to read a "reasonable" standard.

The immediate need is prompt and vigorous public support of the protection that the present bill does represent. Within the past weeks this measure, under its original name of the Tugwell Bill, has been singled out by Dr. William A. Wirt as a cardinal example of the way in which the New Deal is attempting to destroy "American liberty." It seems ridiculous to suppose that any member of Congress believes that Americans wish freedom to eat adulterated foods or absorb poison with their cosmetics; "freedom" to be induced to spend money for drugs that cannot cure while a chance even for life may slip past, or "freedom" to buy food without standards of quality to guide the purchase. Such has been the power of the lobby against the bill, however, and the power of advertising and other commercial interests to stifle adequate discussion in print, that a quick, pointed message to one's senator and representative is the consumer's only chance for protection.

Social Work Today

IN A smart typographical dress and twenty well-edited pages Social Work Today, "the voice of the rank and file in social work," has made its initial appearance, sponsored by the Social Workers' Discussion Club of New York, endorsed by similar groups in Chicago, Boston, Cleveland and Philadelphia. With "all of social welfare as its province" it promises to "promote an interest in the fundamental reorganization society must undergo to provide security for all and to support labor's struggle for a greater measure of control as the basic condition for that reorganization."

The new bi-monthly publication (10 cents from Social Work Today, Station D, PO Box 154, New York) is edited by Jacob Fisher of the Bureau of Jewish Social Research. Sylvia Lieber is business manager. Contributing editors include Roger Baldwin, Gordon Hamilton, Eduard C. Lindeman, Ira deR. Reid and Mary van Kleeck. Features of the first issue include lively and sharply contrasted reports of two Washington meetings—the American Association of Social Workers and the National Convention Against Unemployment, articles by Mr. Lurie, Mr. Reid and J. K. Atkins, an open letter from Miss van Kleeck on the desirability of a Professional Workers Association to cooperate with industrial workers, and a detailed discussion by William Gordon of protective organization among social workers in a situation where, "against the threat of unemployment and a depressed wage scale, collective bargaining offers the only bulwark."

There are undoubtedly in this troubled land many social workers even among the "predominantly middle-aged, predominantly women" at whom Social Work Today takes a little fling, who "are sick of merely bearing witness." They will find in Social Work Today a forthright expression of their impatience and of their pressure-mindedness.

INDUSTRY

Help for Homeworkers

"COOLIE" wages for homeworkers with the menace to labor standards, health and standards of living that they imply, and the enormous spread of industrial homework under the hard times, are discussed by Elmer F. Andrews, New York State industrial commissioner, urging the passage of a homework bill which embodies the principles of the "model legislation" proposed by the recent labor conference in Washington (see The Survey, March 15, page 70). Commissioner Andrews estimates that there are 30,000 homeworkers in New York, one million in the country as a whole. Under existing law, his department has control over homework performed in tenements, but "this work is now done in one- and two-family houses, many of which are in small towns and villages." Weekly earnings, which averaged $6.19 in 1928, "have been cut to as little as 25 cents a day for 14-hours work. Skilled embroidery workers are working long hours to earn from 50 to 75 cents a day." New York's Department of Labor has records of 2419 homework contractors who send out work to homes within the state, some with as many as 2200 employes on their books. They send work to 26 other states. The department has no record of employers who send all their work outside New York State. The proposed law provides the licensing of all homework manufacturers and contractors, the fees to be used in defraying the expense of enforcing the law; licensing without charge of places where homework is done; certificates, without charge, for all homeworkers. The commissioner points out that:

> Under the terms of this bill, the regulation of sanitary conditions in places where homework is carried on would be in the hands of the local health authorities. The Labor Department would be charged with safeguarding minimum-wage and child-labor standards, as required by the Labor Law.

In Connecticut, an investigation by the State Minimum Wage Division of the lace industry showed that in September the average monthly wages for whole families of homeworkers were only $18.50. The median weekly family earnings ranged from $3.08 to $4.20. The hours worked were long. More than a fourth of the families were on relief. A wage board has been called to set a minimum wage for homeworkers in the state.

General Workers

HOUSEHOLD employes fit into neither industrial nor white-collar categories, but their kinship with other wage-earners in common problems of wages, hours and lack of organization is increasingly felt by these employes themselves and by the US Department of Labor. A study was recently made in Chicago, based on data supplied by 250 employers and 250 employes, covering 576 full-time workers, to discover "the character of the demand for household workers, particularly full-time workers; the character of the supply." (Household Employment in Chicago, by B. Eleanor Johnson. Bulletin of the Women's Bureau No. 106. Superintendent of Documents, Washington, D. C. Price, 10 cents.)

The employing group complains of difficulty in getting efficient, "good-tempered" workers and of the high turnover. The report, after listing some 20 tasks in addition to cooking, cleaning and laundry expected of the "general worker," submits that "the wonder is not that there is a limited number of workers from which to choose but that there are any women and girls willing to do general work." The extra tasks include wash auto, bathe and care for dogs and cats, care for furnace, care for fuel oil, clean-up yard, take down screens, carry luggage, go on errands, varnish furniture.

Problems reported by employes center around lack of free time, treatment by employers, attitude of others toward their work, living conditions. On the basis of this study, Miss Johnson feels that:

> the extremely long working-day and irregular hours in many homes are unnecessary. According to at least half of the employers' schedules, a working-day of about 10 hours on week days, including time for meals, and 6 hours on Sundays, seems a possibility.

March of the Machine

MACHINES as they affect the hours and wages of workers, as well as the efficiency of production are considered in a recent study of a single industry, the makers of electric lamps. Though it is published as a government bulletin, the technical and statistical staffs of the plants studied gave thorough-going cooperation. (Technological Changes and Employment in the Electric Lamp Industry, by Witt Bowden. Bulletin of the US Bureau of Labor Statistics, No. 593. Superintendent of Documents, Washington, D. C. Price 10 cents.)

What technical improvement may mean to the workers is shown in the opening paragraphs of the report. In 1920, 362,140,000 lamps were made in the United States; in 1931, 503,350,000. In 1920, the industry employed 17,283 workers in its assembly plants, where nearly 60 percent of its employes worked; in 1931, the workers in these plants had declined to 5817. Further, the man-hours per employe had declined even more sharply, the total man-hours falling from more than 36 million in 1920 to less than 12 million in 1931. Here is a picture of unemployment and short time that will not be changed by industrial recovery. This bulletin, incidentally, is well written and illustrated, and gives hope that important material collected by the Bureau is to be made available—even palatable—to the average citizen.

Classes for Workers

OUT of the first conference on workers education ever called by the federal government have come many plans for such a program, developed with funds allocated by FERA. A national advisory committee is to be organized from the 60 members of the conference which was held under the joint auspices of the Department of Labor and the Office of Education. Hilda W. Smith, specialist in workers' education, reports requests for help in organizing classes, in finding material and in training teachers in rural as well as in city communities. The Affiliated Schools, including Bryn Mawr and Wisconsin, have been enabled by a foundation grant to carry their summer program into the winter, cooperating with the FERA plans by conducting local demonstrations of workers' classes and preparing new study material. Another small conference is to be held soon to discuss the question of resident schools for unemployed women wage-earners. Relief funds have been authorized for the maintenance expenses of such schools.

Cost of Living in the District

COST of living for government employes in the District of Columbia was studied for four fall and winter months by the US Bureau of Labor Statistics at the request of the secretary of labor. The preliminary report of findings for December 1933 as compared with the first six months of 1928, showed a decline of 14.6 percent. As a basis for this figure, information was obtained on the expenditures of different types of federal employes at both dates through detailed schedules filled-out in personal interview with employes whose names were chosen by lot, and through two

questionnaires, one sent to all employes and one to a large sample, also chosen by lot.

In addition to the index for all employes, separate indexes were computed for the families of three employe categories: custodial, with salaries less than $2500, others with salaries less than $2500, those with salaries of $2500 or more. An index was also set up for single individuals living in rented rooms, of whom there are about 10,000 in the District. Taking the first six months of 1928 as 100, the indexes for these groups are:

Custodial, with salaries less than $2500	83.4
Other employes with salaries less than $2500	85.1
Employes with salaries over $2500	85.0
Single individuals living in rented rooms	88.0

Commissioner Isador Lubin explains, in his preliminary report to the secretary of labor, that cost of living for single individuals has not gone down as far as for other groups because the cost of restaurant meals has not fallen as much as the cost of unprepared food purchased to be eaten at home.

Safety First on PWA Jobs

INTENSIVE education campaigns in accident prevention, backed by compulsory safeguards, is announced by the PWA. Projects being constructed by states, counties, cities, towns and private corporations are covered. A Manual of Accident Prevention in Construction has been compiled by experts including consulting engineers, casualty insurance representatives, state officials carrying on safety-first work and others. This information on the best methods of organizing work, operating machinery and handling materials with the least danger to the workers will be used as a guide by PWA inspectors, each engineer capable of superintending construction jobs of the size and type to which he is assigned. Contractors who refuse to take "reasonable precautions" to insure the safety of their workers, the PWA announces, "will find themselves facing whatever regulations may be necessary, and payless paydays until the regulations are complied with."

The bond contracts and grant agreements which control payments to recipients of PWA allotments require that compensation insurance be furnished by the employer for injured workmen, and that the employer "give proof of such adequate insurance satisfactory to the government."

Two statistical analyses of the labor market in Philadelphia, one a study of 31,159 job applicants, the other a survey of changes in industry and occupation, are encouraging examples of the kind of information that may be expected from well-organized and well-staffed public-employment centers. (Thirty Thousand in Search of Work, by Gladys L. Palmer; Employment Trends in Philadelphia, by Emmett H. Welch. Department of Labor and Industry, Harrisburg.)

CHILD Labor Facts and Figures, an arsenal of reliable information, is published by the Children's Bureau (Superintendent of Documents, Price 10 cents). It is revised to October 1933 and includes a history of child labor, child-labor statistics for this country, the kind of work done by child wage-earners and their working conditions, the legal regulation of child labor, including the provisions of NRA and the codes. The National Child Labor Committee announces the organization of a non-partisan committee to work for the ratification of the Child Labor amendment in New York State. Its chairman is Charles C. Burlingham.

REPORT of a two-year study of the administration of the Wisconsin workmen's compensation law has recently been completed by Ray A. Brown, professor of law at the state university. Professor Brown finds administration by a state industrial commission superior to administration by the common-law courts, but points out continuing need for the safeguards of publicity, of rules which "exclude the personal element as far as possible," and for an expert, experienced personnel.

EDUCATION

Freedom for Teachers

WHAT constitutes academic freedom and how far it exists in one great public-school system is discussed by a committee of the American Civil Liberties in terms of actual cases, in a new booklet, What Freedom in New York Schools? (New York Academic Freedom Committee, 100 Fifth Avenue, New York. Price, 15 cents.) The committee finds that teachers have been "punished for organizing unemployed members of their own profession, for arousing public opinion against crowding in the schools, for defending victimized colleagues, for addressing meetings, even for failing to refute charges made publicly against the educational authorities." In support of the last statement, the committee quotes from the official report on the case of Alice Citron, a probationary teacher in a Manhattan school, denied a salary increment for being present at a Harlem Parent-Teacher meeting at which the Board of Education was criticized:

> There rests upon every teacher in the employ of the Board of Education a duty to defend the Board against unfounded, wild and reckless statements; . . . Miss Citron . . . made no protest against these statements. Quite the contrary. She joined in a denunciation of the Board of Education and she urged the audience to take part in mass action against the Board. Her failure to protest, and her attacks upon the Board were acts of disloyalty to the educational system. The Board of Education may not be subjected to attacks by one of its employes.

A number of cases of such discipline are outlined, and also the situation in regard to compulsory military training, and the denial of the use of buildings to unpopular groups.

A two-year investigation of the history of freedom in teaching has recently been completed for the Commission on the Social Studies of the American Historical Association by Howard K. Beale, formerly a member of the history faculty at Bowdoin and at Grinnell. A preliminary statement of his findings is included under the title, Dare Society Deny Its Teachers Freedom? in the current issue of Progressive Education. Mr. Beale summarizes the types of ideas suppressed, the factors and difficulties involved in securing freedom for teachers, and the social dangers of denying freedom to teachers in the classrooms and in "extra-curricular activities."

New Jersey School Costs

NEW Jersey's School Survey Commission, appointed in October 1932, comes forward with a detailed program of public-school economies, a plea for more equitable distribution of state aid for education, and for a state guarantee of $13 for each elementary pupil, $22 for each highschool pupil. The commission, which has made its investigations under the direction of Dr. Paul R. Mort of Teachers College, Columbia University, urges immediate repeal of the state property tax for schools, and the raising of $18 million from other taxes for the support of the schools. Among the suggested economies are: slightly larger classes in the elementary grades and elimination of small classes in academic subjects in highschool; decrease in the number of janitorial-engineer

employes; better utilization of buildings and more careful operation; reorganization of rural school districts into larger and more economical units; reorganization of transportation to eliminate waste. The commission sees the most serious situations in the New Jersey schools as the curtailment of educational opportunity in the hardest pressed communities, the accumulation of current debt, "the impairment of efficiency and morale caused by the non-payment of salaries."

For Nazi Exiles

THE situation that called it into being, and what it has accomplished in its first seven months' work, is effectively set forth in the recent report of the Emergency Committee in Aid of Displaced German Scholars. President Livingston Farrand of Cornell is head of the committee. As of January 1, the committee had grants for placing 36 scholars, 24 of whom had on that date been placed. All the grants were made at the request of colleges and universities, and the institutions were left wholly free to select scholars according to their individual requirements. In addition, the committee has supplied information and assisted in negotiations which have resulted in the placement of ten German scholars toward whose salaries the committee does not contribute. Of the scholars placed at the time the report was drawn up, 18 are Jews, 5 are individuals whose racial origin is not known to the committee, 1 is non-Jewish. The report comments:

To believe that all the victims of the new regime in Germany are Jews is a serious error. As is now well known, Jews in concentration camps are distinctly in the minority, numbering, it is generally believed, about 15 percent. Among scholars, however, the number is distinctly higher. But even among these, so far as the emergency committee is able to discover, not less than 20 percent of the 1100 scholars whose applications are in its files are Gentile.

Adults at School

HOW more than 90,000 persons have taken part in a municipal program in adult education in Des Moines is told in a brief report on the first year of the project. The public forum is the method used, and meetings, some weekly, some monthly, were held for thirty-seven weeks of the first year. The topics were of current interest in the fields of economics, politics and foreign affairs, with a 45-minute address by the forum leader, and free discussion between leader and audience. Neighborhood forums, held in elementary school buildings, are in charge of resident forum leaders. For the central forums, which meet in highschool auditoriums, outside leaders carry on a connected series of topics for a short period of five or six weeks. City-wide forums, meeting once a month, are addressed by visiting lecturers. The Des Moines experiment, planned by John W. Studebaker, superintendent of schools, is supervised by the Board of Education. It is financed for an experimental period by grants from the American Association for Adult Education.

More About Movies

PRACTICAL steps toward better moving-picture-theater programs, particularly from the point of view of the children, are contemplated by the Motion Picture Research Council, of which Mrs. August Belmont was recently elected president. Basing its work on the Payne Fund research on the movies (see Survey Graphic, May 1933) the council will attempt first to abolish "block booking" and "blind selling." Under these devices, producers require theater managers to buy their pictures in large blocks before they are produced. The council feels that "once this freedom of choice is established, local groups may select the best pictures for their theaters and exclude the worst, and also make up special programs suitable for children."

The council urges further the production of more movies designed for children. With 11 million children under 14 attending the movies weekly and 28 million under 21, the council points to the findings of the Payne Fund that 70 percent of the subjects treated in the pictures are "crime and love as interpreted by the movies." The headquarters of the council are at 366 Madison Avenue, New York.

Destructive Use of Leisure

HEARTILY endorsing opportunities for the "creative use of leisure," particularly for the unemployed, the Employment Stabilization Research Institute of the University of Minnesota nevertheless points out some of the hazards and disappointments involved in indiscriminate enrollment in commercial correspondence courses (Commercial Correspondence Courses and Occupational Adjustments of Men, by Charles Bird and Donald G. Paterson. Price 50 cents, from the Institute). The bulletin is based largely on case histories of 294 unemployed individuals who reported enrollment in "learn by mail" courses. All but 11 of these men were taking occupational, as contrasted with cultural courses. The median cost of the courses (half more, half less) was $120. Of the 235 who reported that they had terminated their school contracts, only 6 percent had finished their courses. The writers hold that an important cause of this high academic mortality was failure by the schools to select men with "sufficient ability to pursue the courses offered or to give adequate vocational counsel." Less than 30 percent of the group had ever been engaged in an occupation designated by the name of the chosen correspondence course. Many men in unskilled and semi-skilled occupations attempted courses in accounting, business management and engineering. Judged by tests of academic ability, occupational skill, occupational history, "men registering in correspondence courses are attempting forms of training far beyond their capacities of assimilation."

The writers point to the need for personnel bureaus in connection with the schools, with skilled vocational guidance.

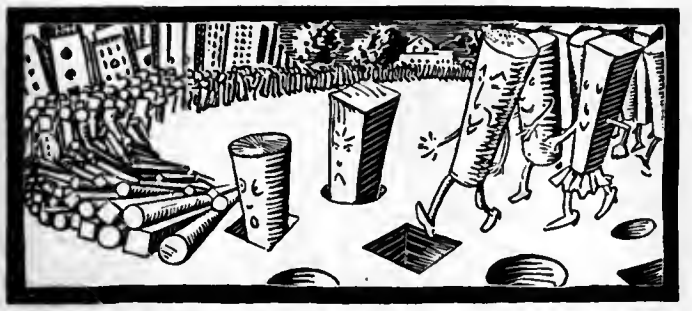
Until they undertake this service, efforts of the hit-or-miss variety coupled with intensive advertising and sales campaigns must continue to brand most of these schools as merely profit-making institutions. . . . They are contributing to the formation of an unhappy and maladjustment citizenry.

WISCONSIN public officials successfully protected the state's radio station from the efforts of commercial stations to put it off the air. The extent to which citizens will support their own stations was shown by the flood of letters, resolutions and petitions that poured in to the radio commission from individuals and organizations. Among the popular continuous features carried by the state-owned station are: the Wisconsin School of the Air, broadcasts for classroom use; the College of the Air, for young people out of school; the farm program arranged by the State College of Agriculture; the Homemakers' Hour.

THE ninth annual meeting of the American Association for Adult Education will be held in Washington, D. C., May 21–24. Headquarters will be at The Shoreham. About 300 educators from all parts of the country are expected to attend.

YOUTH WEEK, "a period during which communities all over the world will arrange programs devoted to the development and preservation of character in the coming generation," is announced for April 28–May 5. A manual with information and suggested observances may be secured from the National Youth Week Committee, Room 820, 211 W. Wacker Drive, Chicago.

A SECOND summer institute for social progress will be held at Wellesley College, July 7–21. The 1934 theme will be The Role of Government in Economic Life. Last year, 19 states and 56 vocations were represented at the first session. The institute, which is separate from the college and from the Alumnae Association, is operated by a board made up of educators, men of affairs and Wellesley graduates. The fees are moderate. Information may be secured from Arthur Walworth, 931 Center Street, Newton Center, Mass.



SOCIAL PRACTICE

The County Welfare Unit

CURRENT agitation among social workers for the county as a unit of welfare organization is pointed-up by a report from Buffalo, N. Y., of a county survey, made by a special committee of the Council of Social Agencies, so broad in its scope and so comprehensive in its recommendations that it may well serve as a criterion for similar studies whatever their differences of legal background and established organization.

The committee was primarily concerned with county welfare services but found that it was impossible to frame any plan for reorganizing them which did not take into account various other divisions of the county government. The recommendations of the report (20 cents from the Council, 70 West Chippewa Street, Buffalo) discuss therefore departments of social welfare, health, detention, parks and recreation, a court of domestic relations, mothers' allowances and the amalgamation of city and county relief organizations.

The committee proceeded on the policy that a long-time, practical plan, "which is also as nearly ideal as possible," should be proposed and assumed that "the welfare of the citizens of Erie County . . . would be constantly held paramount as far as consistent with the principles of sound economy in government."

In Pennsylvania, where the fight for a modern county welfare system has long been waged, the Public Charities Association has proposed the following principles:

The establishment in every county of an appointed unpaid welfare board of citizens.

Appointment by the board of a paid director technically qualified for public-welfare administration.

Administration by the board of poor relief, mothers' assistance, old-age assistance, blind pensions, care of dependent and neglected children and certain other welfare services.

Appropriation of both state and local funds for administration by the boards.

Supervision of county boards by the state in order to safeguard the administration of state funds and to develop uniform standards of service.

Certified Relief Workers

ONE little line in the law that created the Ohio Relief Commission, plus a resolution of that body, put that state into the position, unique so far as this department knows, of having throughout all its county emergency relief organizations only workers certificated by the State Department of Public Welfare through its Division of Charities, Mary Irene Atkinson, director.

The law permitted the commission to ask state departments for service and requires these departments to comply with such requests. The commission promptly asked the Division of Charities to pass on the qualifications of relief workers and to certify them on the basis of academic background and professional experience. Five categories of personnel were set up: general supervisor of case work, case-work supervisor, senior case worker, junior case worker and investigator, and no one could go on the payroll unless certified.

Hectic times followed for Miss Atkinson and several members of the American Association of Social Workers drafted to help work out a basis of certification which would take into account the standards of the Association as well as the personnel categories of the commission. In order to give value to certain equivalents for technical requirements and to provide flexibility, certificates issued to persons qualifying above the investigator group were graded as regular, special and provisional.

To date Miss Atkinson has signed and sealed with the golden insignia of the state, 832 certificates and 528 approval blanks, the latter to investigators, good for a three months' period. The "whirl at certification" has been effective, she says, as a means of securing qualified personnel and as an additional defense against local political pressure. Qualified social workers are now on full-time duty in counties that never before knew professional service except in their contacts with the state department. An interesting byproduct has been the opportunity afforded for interpreting personnel standards to public officials. The question now confronting social workers is how the gains in standards of personnel can be consolidated and incorporated into the permanent social program of the counties and communities.

Children Must Live

THAT a gallant fight is being made by child-welfare workers throughout the country on behalf of children more than ever dependent and neglected under the weight of the depression, is not news except as evidence accumulates of its vigor and persistence in the face of discouragement and of growing need. The Mid-West Conference of Children's Workers, held recently in Chicago under the aegis of the Child Welfare League of America, threw its hat in the ring with a statement addressed to FERA and Childrens' Bureau officials and to the continuation committee of the Conference on Emergency Needs in Child Care held in Washington in December.

The statement, in effect a platform, defines governmental responsibility for mothers' aid and child care and outlines standards for the use of federal and state funds for these purposes. It urges that competent staff experienced in children's work be added to the FERA and to state relief commissions to serve as watchdogs of the needs and rights of children, to stimulate states to the discharge of their legal responsibility, particularly in relation to mothers' aid, and to help formulate FERA policies to meet special needs of children when state and local funds are exhausted.

Ox-Cart Poor Laws

ANY lingering complacence over America's solicitude for its economically disinherited citizens is due to fall before the composite picture of Elizabethan philosophy and colonial practice presented by the digest of existing state poor-relief laws compiled by the American Public Welfare Association and published (25 cents) by the Public Administration Service, 850 East 58 Street, Chicago. Beginning with Alabama and ending with Wyoming the main provisions of the laws clearly show how long is the road to be traveled before we arrive at any uniform concept of responsibility, let alone a uniform standard of service.

In a number of states, binding out the poor, both children and adults, and selling their services for a year, is still permitted. In others county boards may let out the care of the poor to the lowest bidder. The old term "pauper," long banished from social work, is still the rule. Eleven of the states deny paupers the right to vote. Here they are: Louisiana, Maine, Massachusetts, Missouri, New Hampshire, New Jersey, Oklahoma, South Carolina, Texas and West Virginia.

In only seven states does the state itself take any responsibility for overseeing the township or county care of dependents and few have any effective machinery for supervision. Financial responsibility when it exists at all is limited to care of state poor who have no local settlement.

"Opinions differ," says Frank Bane, director of the APWA,

"as to whether fundamental changes in the poor laws may best be effected by repeal and the enactment of new statutes or whether a general overhauling by extensive amendments will suffice. But as they stand now, most of these laws are survivals of the ox-cart."

What Makes Status—and Why

WHAT is it that gives a social agency stability, security and a set position? What are the processes involved in the acquisition of community confidence, that contribute to the rise or fall, the gains or losses, the commendations or disapprovals incurred by an organization? What, in short, determines the status of a welfare agency in its milieu?

Criteria of measurement for answering these questions are offered in a monograph, described as a psycho-sociological study, Status and Social Welfare Organizations, by Samuel Haig Jameson, published as Social Research Study No. 1 of the University of Southern California, Los Angeles (60 cents).

From a careful study of the life history of 108 social agencies of widely varying types Mr. Jameson induced fifteen criteria which after exhaustive analysis and test he submitted for rating to some 160 executives throughout the country. By one of those mathematical manipulations so simple to statisticians he arrived at a ranking for the fifteen factors which create status. At the top of the list stands, To meet a socially recognized need. At the foot stands, Age. Between, in order of significance are: Present controlling constituents, Professional standards, Financial conditions, Clientele, Popularity among agencies, Institutional affiliation, Chest membership, Support of civic and religious bodies, Governmental recognition, Range of Appeal, Publicity, Original organizing group and Membership.

The monograph has a foreword by Prof. Emory S. Bogardus in which he credits Mr. Jameson with being the first of the researchers "to apply the concept of status to social-welfare agencies and to make clear ways in which status plays a significant social role."

The Child Comes First

THE miserable business of divided custody for the children of divorce, with the fruits of which social workers frequently must deal, has been given a new slant by a recent decision of the Supreme Court of Minnesota in the case known in legal parlance as State ex rel. Lois Larson, Respondent, vs. Albert P. Larson, Appellant. The Larsons were divorced in Iowa, the custody of their young daughter being awarded to each parent alternately for six-month periods. But Mrs. Larson moved to Minnesota and it was her effort to keep the child permanently that formed the nib of the legal action.

It is not possible to follow here the legal arguments, clearly as they are stated by The Survey's correspondent, Charles E. Dow of the Children's Protective Society of Minneapolis, by which the court established jurisdiction and reached the decision to leave the child with its mother. Mr. Dow says:

> The practical lesson for social workers is that their right to the custody of any child committed to their care may not, and probably does not, extend beyond the borders of the state whose courts gave them such custody. Once the child is outside that state a new guardian may be appointed in the new jurisdiction and the custody thus pass into other hands—hands which may not work for the well-being of the child.

The decision in the case, written by the new chief justice, John P. Devaney, brought joy to Minnesota social workers. It read almost like a Children's Charter and held the child's welfare as paramount to every other consideration.

THE Curriculum in Probation Work of Notre Dame University, Indiana, Rev. Raymond W. Murray, director, has issued its second annual selected bibliography for probation and parole officers (free on request to Father Murray) including books emphasized in the training of college men for the correctional field.

HEALTH

Civic Candor

ONLY two cities in the United States "have destroyed their public-health organizations as has Birmingham," to quote Birmingham's Health, monthly bulletin of the Jefferson County, Alabama, Board of Health. Instead of the $1 per capita per year recommended by public-health authorities as the minimum essential for fundamentals of public-health service, or the 70-cent average of American cities at present, Birmingham in 1934 will have 17 cents. This is less than the city spent in 1908. While the city revenues have declined 27 percent, the public-health budget, insufficient even in good times, has been cut 63 percent. Comparisons of 1924 and 1934 show that during that decade civic expenditures for parks and recreation increased 83 percent; for public libraries, 34 percent; police, 5.4 percent; in contrast stand the figures for protection of public health with a *decrease* of 49.4 percent.

Curtailment of public-health work made necessary by the cuts may be reflected in the disturbing figures for health in 1933. Both in city and county there was a substantial increase in infant mortality over the preceding year and a rise in every major communicable disease except whooping-cough. The statement made by the Jefferson County Board of Health under the courageous leadership of Dr. J. D. Dowling, health officer, is of significance not only to Birmingham, since the course of public-health appropriations in this city unfortunately is only an extreme example of the inadequacy of past support of public-health work and the dangerously low level of present health appropriations in American cities generally.

Cleveland's Clinic Plan

IN July 1933 Cleveland's social, medical and health organizations agreed on a plan (see Survey Midmonthly, January 1933, p. 5) to refer back to previous family physicians or cooperating neighborhood physicians new clinic applicants who now or ultimately might be able to pay something for care. The doctor had the option of treating the patient under any arrangement mutually agreeable or referring him to a dispensary. Study of the first year's records show that the plan succeeds in returning to private practice about 25 percent of the referred patients. Probably 50 percent ultimately go back to outpatient departments. One third of those covered in a study of random cases "tore up their slips, went home, sought drugstore remedies, and could not be accounted for." While opinions on the effectiveness of the plan varied, questionnaires sent out by the Central Committee on Dispensary Admissions showed that 70 percent of the doctors, 88 percent of the dispensaries and 90 percent of the agency workers from whom replies were received believed that the plan should be continued. Of 274 physicians replying, 196 said they would be willing to care for indigent patients without recompense if drugs and medicines were furnished; 39 answered no to that question, and 39 gave replies difficult to interpret. A preponderance of opinion in all of the groups held that relations between the dispensaries and the private physicians had been definitely improved and that there was less complaint that the hospitals were interfering unjustly with private practice. The chief unfavorable comment by the dispensaries was the patient's loss of valuable time. In view of the findings, reported

in full in The Modern Hospital, Vol. XLII, No. 3, the Committee has recommended continuance of the plan without important modifications and a definite campaign of education of dispensaries, field workers and physicians, including periodic communications to each worker and physician and a manual of instructions for operation of the plan. That campaign is expected to clear up questions and misunderstandings indicated in the replies to the questionnaires.

American Population Policy

REPORTING at the annual meeting of the Boards of Counsel of the Milbank Memorial Fund, Dr. Raymond Pearl, professor of biology at Johns Hopkins University, concluded from a study of nearly 5000 women that "the national policy of prohibiting the free dissemination of accurate scientific information about birth-control methods is adding definitely and measurably to the difficulty of the problem of poverty and unemployment with which our children and grandchildren will have to deal." Preliminary tabulations of these cases, part of a much larger group, showed that practically none had had access to scientific contraceptive advice; that without birth control practice the birthrate was much the same for the various economic groups, but that use of contraceptive measures by the well-to-do had limited their families far more effectively than was the case among those with moderate and low incomes. Cooperative studies of the United States Public Health Service and the Milbank Memorial Fund (see Survey Graphic, April 1934: Sickness and the New Poor, by Edgar Sydenstricker) reveal higher birthrates and sickness rates during the depression among those who had suffered a decline in income than among more fortunate neighbors who had maintained their economic status; and showed also that at low income levels high birthrates and reliance on public and private charity go hand in hand. A further study by the Fund of women advised at birth-control clinics revealed extensive prior practice in abortion, a practice clearly associated with high rates of maternal mortality in the recent studies of the federal Children's Bureau, the New York Academy of Medicine and the Cleveland Child Health Association (see Survey Midmonthly, October 1933, p. 350; December 1933, p. 420).

Pertinent Publications

THE COST OF MEDICAL CARE, *by Donald B. Armstrong, M.D., Louis I. Dublin, and Elizabeth J. Steele. Metropolitan Life Insurance Company, 1 Madison Ave., New York City.*

REPORT on more than 120,000 persons in families of the Company's field force, showing close corroboration of findings of similar studies of the Committee on the Costs of Medical Care. Costs varied greatly among individual families. Average annual charges were $108.14 per family and $24.58 per person; average payments, $103.71 per family, $23.57 per person, during the year starting in October 1930.

A THREE POINT PROGRAM IN HEALTH EDUCATION. *On request, American Social Hygiene Association, 50 West 50 St., New York City.*

NOTES on the use of the film Damaged Lives and outlines of accompanying talk and printed matter. For titles and prices of other recent publications in the social-hygiene field ask for the Association's new list.

THE HEALTH UNITS OF BOSTON 1924–1934. *Printing Department, City of Boston. A copy on request of the author, Dr. Charles F. Wilinsky, Beth Israel Hospital, 330 Brookline Avenue, Boston, Mass.*

AN illustrated account of the interesting and effective community-health program made possible in Boston by health units established through the George Robert White Fund and operated through the cooperation of the Boston Department of Health and public and private social, health and educational agencies.

FAVORABLE ASPECTS OF HEART DISEASE WITH SPECIAL REFERENCE TO THE HEALTH OFFICER. *by Louis I. Dublin and Donald B. Armstrong, M.D. Metropolitan Life Insurance Company, 1 Madison Ave., New York City.*

REPRINT, with graphs and tables, of a paper given before the Health Officers Section of the last annual meeting of the American Public Health Association.

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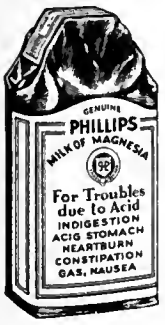

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Literature on request

HYNSON, WESTCOTT & DUNNING, INC.

Baltimore, Md.

MOTHERS and Babies First again will be the slogan for this year's May Day celebration of National Child Health Day. Copies of a pamphlet of suggestions may be obtained from the American Child Health Association, 50 West 50 St., New York City, price 10 cents; as may also mimeographed accounts of 1933 projects, sent on request.

BETWEEN 1929 and 1932, 75 percent of the nursing schools covered by the second grading of the Committee on the Grading of Nursing Schools showed definite improvement; 8 percent remained the same, and 17 percent declined.

As in earlier years, the Massachusetts Institute of Technology, Cambridge, Mass., is offering to public-health nurses a scholarship in health education for the academic year 1934–35. The scholarship is for $500, covering tuition. Interested candidates must apply before May 15 to the National Organization for Public Health Nursing, 50 West 50 St., New York City.

BEGINNING with the class admitted next September, the Western Reserve University School of Nursing will become a graduate professional school offering the degree of Bachelor of Nursing. Candidates for admission must have completed courses leading to a bachelor's degree in arts, science or philosophy in a college of approved standing.

UNEMPLOYMENT AND COMMUNITY ACTION

JOANNA C. COLCORD

This department is an emergency information service to public officials and to members, executives and supervisors of citizens' committees. News of interesting developments will be gratefully received by the editors, Russell Sage Foundation, 130 East 22 Street, New York

RUSSELL H. KURTZ

Relief Gardens

FROM every corner in the land comes word of new state plans for subsistence gardens for the coming season. *North Carolina*, encouraged by the great success of last year's work, hopes to carry out an even more extensive program this year. *North Dakota* undismayed by the unfavorable weather and the grasshoppers of last year is already in the midst of new plans. *Arkansas* which went in for subsistence gardening in a large way in 1933 is reported to have purchased enough seeds to plant 100,000 plots for relief families. *Indiana*, one of the earliest of the states to recognize the value of this form of relief, is planning for a 25 percent increase in its garden program thus making provision for an additional 20,000 families. In 1932, 8000 acres in this state were devoted to subsistence gardens, but in 1933 more than 15,000 acres were used for this purpose.

Certain definite changes are noticeable in this year's garden plans. There will be more programs on a state-wide basis and under the supervision of a state director. *Minnesota* has just appointed a new state garden director and *Missouri* is sponsoring a state-wide program for the first time. Then too more careful planning of programs is being required. Much of the credit for this is due the FERA which early in January requested all states interested in participating in relief gardens to submit comprehensive plans for this work and required that this be done before any federal assistance might be obtained.

State garden directors are aiding local groups in their planning by sending out definite instructions regarding the procedure to be followed at each stage of the program. *Virginia* and *Pennsylvania* have used mimeographed bulletins of instructions, six to eight pages in length for this purpose, while *Kentucky* has issued one-page bulletins at frequent intervals. *Illinois* which has provided a great deal of material of this kind has used a combination of these two methods.

As federal funds appropriated for garden purposes may be used only for the purchase of seeds, fertilizer and insectides, states and localities must fall back on other resources if tomato and cabbage plants and seed potatoes are to be provided for their relief gardens. In *Indiana* the state reformatory, the state farm and other of the state institutions supply this need. It is expected that in this way seven million cabbage and tomato plants will be provided this year for relief gardens.

Five Ohio Cities

DR. ELLERY F. REED, director of research of the *Cincinnati* Community Chest, completed in February a study of the social costs of different policies in the administration of relief in five metropolitan counties of Ohio in which are situated the cities of *Cleveland*, *Columbus*, *Toledo*, *Dayton* and *Cincinnati*. Relief operations in the month of October 1933 were compared.

The report shows that the percentage of the totally unemployed gainful workers receiving relief in these five counties varied from 49 percent in Cuyahoga County (Cleveland) to 88 percent in Lucas County (Toledo); although Dr. Reed questions the accuracy of the latter figure. Hamilton County (Cincinnati) gave relief to 70 percent of its unemployed in that month, while the other two districts each report 73 percent (see following article Cases vs. Recipients.)

A detailed comparison is made of the Cleveland and Cincinnati experience, with particular reference to the effect of intake policy and size of individual caseload upon the total relief volume. "For years, Cuyahoga County (Cleveland) and Hamilton County (Cincinnati) have followed characteristically different relief policies," Dr. Reed points out:

> Cleveland has maintained relatively adequate case work and even during the depression has succeeded better than most communities in increasing the number of its case workers and aides. Cincinnati, on the other hand, has had relatively large caseloads per worker. In October the average caseload per worker in Cleveland was 65, in Cincinnati 177. . . . A study made over a year ago showed that only 50 percent of the applications in Cleveland were being accepted as compared with 66 percent in Cincinnati. . . . The question naturally arises as to which policy is socially most desirable and least costly to the community.

Other comparisons between the two communities for October 1933 bring out the following facts:

> Cost of relief and administration per capita of population: Cuyahoga County $1.08; Hamilton County $1.17.
>
> Cost per unemployed person in the community: Cuyahoga County $9.09; Hamilton County $11.99.
>
> Case workers per thousand population: Cuyahoga County 60.7; Hamilton County 25.7.
>
> Relief per relief case: Cuyahoga County $25.25; Hamilton County $23.84.
>
> Cost of administration per relief case: Cuyahoga County $2.31; Hamilton County $1.83.

Dr. Reed lists a number of qualifying factors which should be taken into account before too hasty conclusions are reached from his study. These are: variations in racial content of the populations of the two communities, differences in industrial backgrounds and opportunities for casual employment, the fact that Cincinnati uses a commissary while Cleveland does not, and inability to measure many of the intangibles. He thinks that the study, however, does raise the question as to whether the Cleveland policy may not be advantageous from both the economic and social standpoints.

Cases vs. Recipients

IN the preceding account of relief in five Ohio cities, reference is made to the "percentage of the totally unemployed gainful workers receiving relief." The figures given may have impressed the reader as being higher than he would expect to find in these communities. Thereby hangs an interesting statistical tale.

Dr. Reed presents the figures quoted, with the following footnote:

> The number of the unemployed receiving relief is always greater than the number of relief cases, since cases represent for the most part families and there is frequently more than one wage earner in a family. A sample group of cases from a study being made by the FERA in Cincinnati indicates about 1.5 employable persons per family. The number of relief cases for each county has accordingly been multiplied by 1.5 to get the estimated number and percent of the unemployed in each of the counties.

The significance of this differentiation between "relief cases" and "unemployed workers receiving relief" is obvious and of major importance when comparing national unemployment and relief

figures. If the Cincinnati ratio of 1.5 unemployed per "relief case" is typical of the situation in the rest of the country, a national relief load of four million families would account for six million of the unemployed. Of course, there is no assurance that such a ratio holds for the nation as a whole, hence that conclusion is a dangerous one. But it is interesting to note this concrete evidence that unemployment estimates and the relief count need translation into comparable terms before we will ever know how many of the jobless army are "on relief" and how many are still on their own.

Food Distribution Costs

AT the request of the *Alameda County* (*Oakland*), *California*, Charities Commission, the Heller Committee for Research in Social Economics of the University of California recently undertook a study of the relative costs of food relief under a grocery order, commissary and cash system. Since Alameda County operates under a system of food relief through grocery orders, the Committee turned to San Francisco for comparative data under the commissary plan. Retail prices were gathered by a corps of field investigators.

Chief among the findings were:

The lowest cost system of food relief is a commissary system; a grocery-order system is next higher in expense; and cash relief involves the highest cost. The estimated monthly cost of food for a family of four under a commissary system is $23.46 when all employes are on salary, $20.69 when relief workers are used wherever possible and their costs charged to relief. Under a grocery order system the costs are $25.31, and under a cash system $27.32.

Overhead costs in a commissary system would be seven times as large as under the present grocery-order system if all salary costs were charged to administration, but the cost of food, including spoilage, would be 22 percent less.

The Committee points out that its report "deals solely with monetary costs and makes no attempt to judge the relative social desirability or administrative and political difficulties involved in each method of food distribution."

Subsistence Homesteads

THE emphasis which the President's current plan places upon a "new relationship with the land" as a way out of continued dependence upon relief has awakened fresh interest in the work of the Subsistence Homestead Division of the Department of the Interior. This agency, operating on a demonstration budget of $25 million, has been quietly pioneering in a number of directions, all leading toward a greater degree of self-help on the soil.

M. L. Wilson, director of the division, has estimated that the funds at his command will permit the rehabilitation of ten thousand families through this program. Up to March 16, twenty-four projects have been launched providing for 3862 families. Numerous other applications are in process of investigation.

No one "model plan" is being followed. On the contrary, there has been a calculated diversification of method and policy in these initial ventures. The projects approved so far are:

Alabama—300 homesteads for industrial workers, half of them "white collar," on four tracts near Birmingham.
100 homesteads for stranded coal miners and lumber workers in Walker County.

California—140 homesteads for seasonal workers and the unemployed in the older age brackets, in the San Fernando and San Gabriel Valleys, near Los Angeles.

Delaware—70 garden homes for low-income workers on a 300-acre tract five miles from Wilmington.

Georgia—500 homesteads for families stranded on poor lands and for rural folk who have drifted to the cities, in Jasper and Putnam Counties.

Indiana—48 homesteads for low-income workers in the diversified industries of Decatur.

Iowa—50 (estimated) homesteads for stranded coal miners in Dallas County.

Minnesota—50 workingmen's homes for low-wage employes in the small industries of Austin.
52 homesteads for part-time industrial workers near Duluth.

Mississippi—125 homesteads for part or full-time employes in five communities: Meridian, Hattiesburg, Laurel, McComb and Tupelo.

New Jersey—200 homesteads for Jewish needle workers of New York, Philadelphia and Newark, at Hightstown.

New York—33 homesteads for low-wage and unemployed workers now living in Rochester.

North Carolina—300 homesteads for farmers now on relief, in Pender County.

Ohio—200 homesteads for unemployed members of a self-help organization, in five tracts at Dayton.
250 homesteads for general workers, some of them partially employed, at Youngstown.

Pennsylvania—100 homesteads for stranded coal miners, in Westmoreland County.

Tennessee—200 homesteads for sub-marginal farmers, stranded coal miners and lumber workers, in Cumberland County.

Texas—100 homesteads for unemployed or under-employed workers of Houston.
100 homesteads for a similar group selected from Fort Worth and Dallas.
150 homesteads for selected residents of Beaumont, Three Rivers, and Wichita Falls, on three separate tracts.

Washington—60 homesteads for under-employed workers at Longview.

West Virginia—200 homesteads on a 1100 acre tract, in connection with an experiment in decentralized industry, near Morgantown.
125 homesteads for stranded miners and lumber workers, and submarginal farmers, in the Tygart Valley, near Elkins.

Wisconsin—410 forest-farm homesteads in the cut-over section in the northern part of the state.

The New York Report

WHEN *New York State* pauses in its relief work to summarize its expenditures, the result is an impressive figure. The TERA recently announced that in the two years and a quarter since it was formed, the public agencies in the state had distributed $217 million in the relief of unemployment. Slightly more than half of this total was spent in the form of work relief, the rest in home relief. CWA expenditures of $41 million are not included in the computation.

More than 600,000 family groups of the needy unemployed received relief in this period, the report shows, including at least two and a half million persons. The children under sixteen years of age in these families numbered over a million, this being one third of all the children in the state.

Subsistence gardens are credited with having yielded a million and a half dollars worth of produce during the past two summers, thus supplementing the relief outlay to that amount. Remittances to parents from New York boys in CCC camps added $3 million more to the grand total.

New York City's needs accounted for a little more than fifty percent of the aggregate public-relief expenditures within the state.

"There can be no minimizing the fact that the burden of this aid has been and continues to be heavy," says the TERA report. But "these men and women who have been receiving relief are typical Americans from all walks of life [and] the assistance which has saved them from defeat and complete loss of morale has been an investment in the future of the community in which they will now

be able, by virtue of the aid received, to resume their positions when normal conditions are re-established."

The Wicks Law under which relief in New York operates, was amended in March to admit the discretionary use of cash grants in lieu of food and other orders for home relief. (The payment of work-relief wages in cash has been and remains mandatory under this law.) There is no doubt but that the Department of Public Welfare in New York City, whose new director, William Hodson, has been active in securing the passage of the amendment, will be one of the first cities in the state to use cash relief in selected cases.

The Seattle UCL

ON the occasion of a visit to Seattle in 1932 one of the editors of this department strongly urged the need of keeping a current "case-record" of the pioneering experiment in self-help under the Unemployed Citizens' League. Such a record has just been published by the University of Washington, Seattle. (The Unemployed Citizens' League of Seattle, by Arthur Hillman, 50 cents.) Mr. Hillman shows with great clarity how internal dissensions developed, due to "boring from within" by the Communist Unemployed Councils; how the self-help idea was smothered by the developing urge to get into politics; how moderate leadership was ousted, and the promising rapprochement with a liberal-minded group of business men and citizens was thrown out of the window; how the politicians whom the League helped to elect played them false, and how the county authorities, who had entrusted the League with the responsibility of disbursing relief from public funds to its own membership, repudiated the arrangement, charging the League with dishonesty which has never been proved. The victim of over-enthusiastic and misleading publicity, exploited by politicians with axes to grind, rent by internal dissentions, the League nevertheless came through with one important contribution in this depression—the idea of self-help and participation in the relief job by the recipients themselves. This report leaves a strong impression in the mind of the reader that cooperative production-exchanges should be absolutely divorced from the political activities of the organized unemployed; and that for their own self-protection, such organizations should not become the disbursing agents of relief to their membership which is paid for out of public funds.

FERA and Education

THE federal relief administrator has indicated that Adult Education is to receive continued support, in season, through educational work-relief grants despite CWA and CWS curtailment in other directions. The social worker may be interested therefore in a classification of subjects included in such a program.

According to a New York State grouping, topics of educational interest to adults fall under seven main headings: general, including English to foreigners, homemaking, and languages; commercial; art; technical; music; recreation; and shop practice.

Under these heads, the New York authorities list some two hundred subjects from which the following are chosen to illustrate the breadth of the field: arts and crafts, automobile repair, book discussion, child care, dress design, dancing, electricity, first aid, grocery-store administration, gymnastics, hobby clubs, journalism, landscaping, orchestration, personal appearance, public speaking, photography, radio, story writing, typing, trigonometry and weaving.

The United States commissioner of education has addressed a series of bulletins to all administrators of emergency educational programs, stimulating them to make their instruction as varied as possible, in order that all types of interests may be served. The New York list has served as a model in this connection.

While the general adult-education program will be suspended during the summer months, according to present indications, the instruction given to illiterates will go forward throughout the year without interruption. The classes devoted to vocational rehabilitation will likewise continue. All elementary school and college aid will end, temporarily, at the close of the school year. Approximately 50,000 teachers are on the federal payroll in the various sectors of the broad educational work-relief program. The nursery-school program is undergoing reorganization looking toward a more intensive development in areas which greatly need the service.

In *Missouri* an unusual twist has been given to the university work-relief set-up. A short course in public welfare has been mapped out to run from March 9 to June 7, with each of the counties asked to select an outstanding unemployed college graduate with farm background to enroll on a work-relief basis. "We have not been able to find welfare workers qualified to carry on rural social work," says the announcement, "and have set up this project in an effort to meet the emergency."

Residuary Legatees

WITH a growing realization that "the emergency" is no longer such, and that relief on a large scale looms for many years ahead, discussion is beginning to be heard as to what should be the permanent set-up to administer the burden.

Recognizing that a state public-welfare program should integrate the services offered to all those in need, *Pennsylvania* has placed its newly organized Old Age Pension and Blind Pension administrations under the Mothers' Assistance Fund in the state Department of Public Welfare. *Delaware* has by recent act of the legislature created a Welfare Commission which has taken over the administration of relief from township and county officials, and made relief in that small state a function of the state government itself to be administered through county branches. Unemployment relief is still in the hands of the state ERA, but the Welfare Commission is developing a plan under which it can pick up this load also, whenever the time arrives for the emergency body to lay it down. In *Ohio*, the director of Division of Charities of the State Public Welfare Department is attached to the state ERA as case consultant, and the function of certifying social workers for employment by the ERA has been delegated to her (see Certified Relief Workers, page 131 this issue). The appropriate division of the Public Welfare Department is thus closely in contact with unemployment-relief problems and personnel, and in position to take over whatever duties may be released to it at the termination of the emergency.

Uneven Unemployment

THE Research and Planning Division of the NRA is authority for the following data:

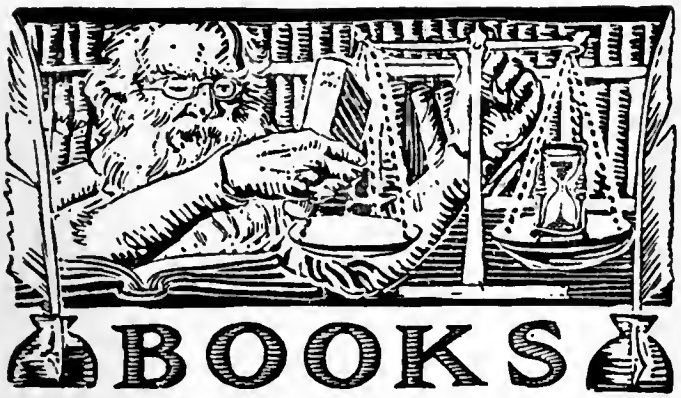
The relative intensity of unemployment varies greatly between industries. An adjustment of the most careful available breakdown of figures as between groups, to the total industrial unemployment estimate of 11,690,000 of William Green of the American Federation of Labor, for the month of January gives the following result:

Unemployment by Groups of Workers

Service Goods Industries	4,770,000
Consumption Goods Industries	880,000
Durable Goods (essentially capital goods, of which building accounts for unemployment of 2,465,000)	6,040,000
	11,690,000

With this information, it is possible to deduce the extent to which it would theoretically be necessary for each group to reduce hours in order to absorb its own unemployment. The necessary reduction in hours per week would be somewhere between 20 percent and 25 percent for service workers (including civilian workers of the United States government, the largest single employer in this group); slightly more than 5 percent in the case of consumers-goods industries; and approximately 60 percent from present levels for workers in the durable goods—essentially capital-goods industries.

A work week of slightly more than twenty hours in coal mining and about fifteen hours in mining other than coal would be required. Fragmentary data suggests that in the construction industry, certainly little more than ten hours per week could be provided. Limitations as to the quality of statistical information available must be frankly admitted; the above figures represent approximations—no rigid accuracy can be claimed.



Psychology—Social and Individual

HOW THE MIND WORKS, *by Cyril Burt, Ernest Jones, M.D.; Emanuel Miller, M.D., and William Moodie. Appleton-Century. 333 pp. Price $2.50 postpaid of The Survey.*

SOCIAL PSYCHOLOGY, *by Abraham Myerson, M.D. Prentice-Hall. 625 pp. Price $3.50 postpaid of The Survey.*

PSYCHOLOGY OF ADOLESCENCE, *by Karl C. Garrison. Prentice-Hall. 359 pp. Price $3 postpaid of The Survey.*

CYRIL BURT has edited a series of talks which were originally delivered as broadcasts upon psychology. They form a popular discussion of the psychological factors entering into the mentation of the adult, the child and society. There is a discussion of the Conscious Mind by Cyril Burt, and the Unconscious Mind by Ernest Jones; the Psychologic Problems in the Development of the Child, and Personality by Emanual Miller; Problems in the Treatment of the Child are discussed by William Moodie; finally, How the Mind Works in Society in terms of the Psychology of the Sexes, Nations, Politics, Leisure, Art and Religion is revealed. One would like to believe that psychology may be sufficiently effective throughout Europe and the globe so that "we may unite the entire population in one commonwealth and give it a character of its own, and thus ultimately evolve not only a national consciousness but a world consciousness, not only an ideal for each country, but an ideal for the whole human race."

Dr. Myerson's approach involves discussions of General Social Psychology, Social Psychology of the Family, Misdoing—with, however, the greatest special emphasis upon what he calls Visceral Social Psychology. He presents a general social psychology as one who regards visceral organic structure as the basis of psychological problems. He views man as an individual but primarily as a member of the group; hence most of the psychological difficulties arise from the struggle between ego desires and social regulations. Therefore, to understand man, one must understand his relations to the society in which he lives.

Basicly regarding the cortex as an organ of social experience through which the social environment controls man, it is obvious that the nervous organization must function through voluntary social activities, and in these includes all visceral activities. Society in turn evaluated visceral responses in terms of their propriety, morality and fitness which, in turn, were crystallized into laws, codes and customs. Under such circumstances the approval or disapproval of society or a group brings about struggles within the individual. It is obvious, therefore, that misdoing is based upon basic undercurrents and desires unacceptable either to society or the individual. This is Dr. Myerson's explanation of crime.

The volume is simply, clearly and lightly written. There are occasional errors of statement, probably inadvertent outgrowths of the author's preconceptions. The social emphasis, along with his general rejection of psychoanalytic concepts, reveals his definite and generally consistent viewpoint. He manifests considerable originality in the presentation of old facts in new forms, and in putting interpretive embroidery upon ideas not wholly accepted. This, however, is part of the charm of Dr. Myerson's writing.

Professor Garrison primarily has prepared a textbook for college students who have not yet emerged from their own adolescence. Along with this purpose is a desire to supply simple material for those who must deal with adolescents either in the home or in an institution devoted to academic, vocational or avocational studies. The discussion contains little that is new and depends mainly upon a mode of presentation common in secondary schools rather than in colleges. It is adequately supplied with bibliographic references, footnotes and an index. IRA S. WILE, M.D.

New York City

Action Out of Fact-finding

DYNAMIC SOCIAL RESEARCH, *by John J. Hader and Eduard C. Lindeman. Harcourt Brace. 231 pp. Price $3.50 postpaid of The Survey.*

UNFORTUNATELY this will not be a popular book. Its form of presentation is not easy. Yet what it has to say is significant and needs attention, first at the hands of social scientists to whom it is addressed and second, industrialists who might profitably take account of at least part of its message.

Immediately, the book deals with an effort to understand employe representation or the company union as an agency of group managerial relation with workers. Having started thus, however, it evolved into a study of the categories in which social research can fruitfully be pursued, and of the methods of such research as distinct from those of the physical sciences. A fourth section analyzes specific techniques of social inquiry, such as the interview, observation, case study and the like.

The emphasis throughout upon the impossibility of disinterestedness, complete objectivity and dispassionateness in the social sciences is sound and needs proclamation from the housetops. "Any scientific method which aims to reveal significant [social] facts," say the authors, "must be one which is inclusive of these subjective elements" (namely, human wishes, values, drives, desires and purposes). Hence methods of discovering the rôle, weight and impact of these forces become urgently needed, as corollary factors in all social research.

Social "gradualists" (the authors' phrase) and philanthropic foundations in the social sciences need to be reminded that much research is all too sterile because it is all too factual. Facts are of value, they remind us, as they have meaning and significance in the direction of improved human control. Hence they suggest that research situations have to be approached in a frame of knowledge of human impulsions, of the *milieu*, of the interactions of these two and of the emergence of a new consequence observable as a result. And it is in relation to this frame or pattern of comprehension that the authors endeavor to view certain employe-representation conferences. But on this point their *obiter dicta* are the valuable features for no specific conclusions are advanced, or apparently intended. The conclusion, which really preoccupies the authors, they state as follows: "Dynamic social research is based upon the assumption that fact-finding should lead to action. Its major premise is that meaningful social action based upon knowledge will follow when social research is founded upon an inclusive epistemology and an experimental logic, that is, when its facts fall into a relativistic scale which bears some resemblance to life itself."

This admirable quotation, which indicates the major objective, suggests also the labored and difficult style which handicaps an otherwise valuable treatise. ORDWAY TEAD

New York

Social Work and the Law

THE FAMILY AND THE STATE, *by Sophonisba P. Breckinridge. Univ. of Chicago Press. 565 pp. Price $3.50 postpaid of The Survey.*

THIS book should lessen appreciably the social distance between lawyers and social workers. Down the dark corridor connecting these two professional groups are occasional lights—courses in law in schools of social work, legal-aid clinics, books and articles. All too little material is available. The present volume is a distinct contribution.

It contains legal materials from the point of view of the social worker on marriage and divorce legislation, reciprocal rights of husband and wife in the person of each other, property rights of

husband and wife, parent and child, guardianship, apprenticeship, adoption, illegitimacy and the termination of the marriage tie otherwise than by natural death. The documents include the orthodox statutes and cases; but of particular interest are attorneys' general opinions, parliamentary debates, reports of legislative committees.

To the lawyer, the relative amounts of space allotted to each subject are of interest. Matters that to the attorney loom large, such as divorce, occupy but few pages.

One could wish that recognition might be given to the importance and dearth of test cases in the appellate courts to determine broad social principles. Corporations, labor, capital, various economic groups strengthen the recognition of the principles for which they stand by the device of taking up on appeal test cases and forcing the courts to consider them. Social workers too often adhere to this idea of relief by the legislature alone. Perhaps the next volume in the present series will deal more fully with the possibilities of thus developing the case law as to social work.

The selection of documents is made with discrimination. The result adds information to the lawyer's data found in legal case books rounding out his mental picture of the problem. To the social worker it gives a fundamental mass of facts absolutely necessary to an understanding of our present legal situation with regard to family affairs. The law in approaching property problems has achieved success by a procedure which is as definite and final as a surgeon's knife. In dealing with human beings our legal system has yet to evolve a satisfactory process akin to the treatment afforded by the practitioner of medicine. This book will aid both groups in their efforts toward a mutual understanding. Miss Breckinridge's broad vision insures the effectiveness of the material.

Duke University JOHN S. BRADWAY

Evaluating Social Work

MEASUREMENT OF GOODWILL, *by Lester W. Bartlett and Wilbur W. White. Association Press. 153 pp. Price $2 postpaid of The Survey.*

TO many people the very title of this study will be disgusting. But once it is admitted that community chests can hardly be expected to support character-building agencies (as they are not very happily called) on the basis of self-evaluation, the question which this book is trying to answer becomes quite respectable: What does the community think of their usefulness? Obviously, membership statistics by themselves offer no sufficient guidance; nor does a general impression that the members are exposed to influences that improve the quality of their citizenship. What is needed is a composite index of the institution's position in the life of the community, including distribution and persistence as well as size of membership, the quality of financial support, the interest shown by board members and their standing, the number and kind of outside demands on the time of the staff, the space commanded in the local newspapers, and the like.

Objective tests of this sort—which, of course, do not touch the imponderable qualities of the influences that emanate from the institution—were applied by the authors to the YMCA in eight small cities. They do not pretend to measure more than the goodwill of the community toward these institutions. Whether givers would be justified in permitting the resulting information to determine their judgment as regards the worthwhileness of these social agencies is decidedly open to question. But as a demonstration of a practical technique for ascertaining one element of interest to the giver, this study is unique and helpful.

BRUNO LASKER

Society and the Blind

BLINDNESS AND THE BLIND IN THE UNITED STATES, *by Harry Best. Macmillan. 704 pp. Price $6.50 postpaid of The Survey.*

THIS admirable book in its revised form gives a comprehensive survey of the subject from the standpoint of social economy. The author pictures for us the blind as they exist in society today and relates what has been done for them, considering the correctness and adequacy of the treatment afforded. Finally he suggests the duties of society toward its blind members. "Some of the most important work yet to be done for the blind is the securing an intelligent understanding in respect to them. When this is accomplished, the way for the betterment of the condition of the blind will be materially smoothed."

Measures taken for the instruction of children, the author finds, take the lead in organized work. This encourages the hope that satisfactory planning will eventually improve the status of the adult blind. The most effective means of lessening the evils of blindness is prevention, a phase of the work now receiving foremost attention as 72 percent of blindness is said to be preventable. Vigorous efforts are made to arrest blindness by providing swift and skilled attention. Two diseases, ophthalmia neonatorum and trachoma, have yielded in a marked degree to treatment. Statistics show that blindness is tending to decrease. Professor Best believes that the way to secure well-being and happiness for the adult blind is to provide them employment, which is a problem on which workers for the blind now center their efforts.

The book is interesting reading and is especially valuable to students, social workers, educators and others interested in social betterment.

JANET G. PATERSON
Head Teacher, Braille and Sight Conservation Classes, Public Schools, Newark, N. J.

Poor Little Rich and Poor Boys

CHILDREN OF PRESCHOOL AGE, *by Ethel Kawin. University of Chicago Press. 340 pp. Price, $3.50 postpaid of The Survey.*

PROBLEMS OF PRESCHOOL AGE, Nine Case Studies, A Preprint of Part I from Children of Preschool Age, *by Ethel Kawin. 96 pp. Price $1 postpaid of The Survey.*

TWO books in one pair of covers, this volume includes in Part I a description of the preschool department of the Illinois Institute for Juvenile Research, and the case stories of seven typical young children. Part II presents three research studies made by the division. The general reader will find much of interest in Part I. Probably only the expert will be undaunted by the scientific jargon and the statistical data of Part II. The first of these research studies, which compares with surprising results the mental test scores of a group of nursery-school children from tenement homes with those of nursery-school children from a wealthy suburb, was more briefly and less technically presented by the author in Survey Graphic in October 1933, page 502.

The fresh and vivid case stories in Part I illumine two points that we cannot afford to overlook today. One is the thanklessness of the task that confronts psychiatric social workers, however skilled and devoted, in trying to help families "adjust" to an intolerable situation of unemployment, insufficient food, wretched shelter and constant fear. The other is the fact that comfortable surroundings are no insurance against "behavior problems." The home where there is disagreement and tension, where the mother "has little time for the children," where discipline is erratic, irritable and unintelligent,—that home, whatever its economic level, is apt to produce a "problem child." Given such circumstances, a governess, "modern toys," a well-balanced diet, a "progressive" school, do not make the poor little rich boy poised, courageous and friendly. On the other hand, tenement-house conditions fail to mar the personality of the child of affectionate, harmonious and sensible parents.

BEULAH AMIDON

How to Rebuild

THE REBUILDING OF BLIGHTED AREAS, *by Clarence Arthur Perry. Regional Plan Association, 64 pp. Price $2 postpaid of The Survey.*

THE underlying purpose of this volume is to demonstrate the applicability of the "Neighborhood Unit" idea not only to metropolitan areas but to any city where residential regions are to be laid out or made over, and more specifically to offer a definite plan which will be applicable to the current emergency. A special area—typical of blighted districts the country over, is selected for "treatment." It is handled as a unit and is large enough to permit

the economics of mass reconstruction, to establish its own neighborhood atmosphere, and to provide on a moderate rental basis such amenities of light, air, recreational spaces and pleasing outlook as are seldom available in cities even to the wealthy. Here is no theoretical program, for it rests on a solid business foundation of careful cost estimates. A noteworthy contribution to the science of city planning is the discussion of the legal aspects of assembling large acreage, in which is offered a method to deal with the problem of minority owners who not infrequently are able to prevent the carrying out of an otherwise possible and necessary project.

Since blighted areas are a growing menace to all large cities, and since the depression with its special emphasis upon slum rehabilitation has greatly increased the need for developing satisfactory standards and principles for rebuilding such areas, this cooperative undertaking of the Recreation Department of the Russell Sage Foundation and the Regional Plan Association is especially timely and of practical value. It aims to demonstrate that if known principles of city planning are applied to the rehabilitation of blighted areas located within convenient distance of the center of the city a quality of apartment-house life as yet unknown in American cities is attainable, under normal conditions, at from $10 to $21 a room and under the unusual current financial and construction opportunities, at as low a rental as $6.

LOULA D. LASKER

RUN OF THE SHELVES

A DESCRIPTIVE LIST OF THE NEW BOOKS

MAN AND THE VERTEBRATES, *by Alfred Sherwood Romer. University of Chicago Press. 427 pp. Price $3 postpaid of The Survey.*

THE story of the relation of man to the animal kingdom, worked out to meet the need for a not too long or technical text for the comprehensive course in biology initiated at the University of Chicago under the new plan of college work. The many illustrations add vividness to the clear and interesting discussion.

FINAL REPORT OF THE COMMISSION ON MEDICAL EDUCATION, *Columbia University Press. 560 pp. Price $2 postpaid of The Survey.*

THE work of a distinguished commission of physicians and educators headed by A. Lawrence Lowell, this report is indispensable in its particular field. The breadth of the viewpoint of its initial chapter, Public Aspects of Medicine, and the range of data on physicians, hospitals, sickness insurance and other topics contained in the appendix make it also of special value for reading and reference in the wider field of socio-medical questions.

INDUSTRIAL HEALTH SERVICE, *by Leverett D. Bristol, M.D. Lea and Fobiger. 170 pp. Price $2 postpaid of The Survey.*

FACTS and problems concerning the health of industrial workers with sections discussing the responsibilities and opportunities of personnel and medical directors, supervisors, and workers themselves. Formerly health commissioner of Maine and professor of preventive medicine and public health at the University of Minnesota, Dr. Bristol now is health director of the American Telephone and Telegraph Company.

CLOSED DOORS—Studies of Deaf and Blind Children, *by Margaret Prescott Montague. Houghton Mifflin. 218 pp. Price $2 postpaid of The Survey.*

INCREDIBLE as it may seem, there may be readers whose understanding of deaf and blind children has never been flood-lighted by the opening of these Closed Doors by Margaret Prescott Montague. The publishers have brought out a new edition with added material which we are happy to greet with a quotation from our review of the first edition in The Survey of December 11, 1915: "With a hand so sure and gentle that it seems almost gifted with the 'butterfly touch' of the little blind fingers she mentions so often, Miss Montague has knocked at the closed doors of our sight and hearing

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and opened them to an understanding of the child life that is lived in silence or darkness. For these boys and girls of the Lomax State School are not little tin soldiers reciting the Psalm of Life in unison but rollicking youngsters, full of life, with each a personality of his own."

A HISTORY OF EVERY DAY THINGS IN ENGLAND, 1733 to 1851, by *Marjorie and C. H. B. Quennell. Scribner's. 222 pp. Price $2.50 postpaid of The Survey.*

This is the third volume in a four-part history of England in which the captains and the kings have only an occasional line, and the story is that of everyday living in towns, villages and farms. There are sections on such homely matters as cooking, plumbing, clothes, light which keeps these ordinary things in true perspective as the factors that most directly concern the comfort and well-being of ordinary mortals. Line-drawings, diagrams, reproductions of paintings and photographs are used copiously in telling the story which, set down for boys and girls, is rich in interest for their elders.

COMMUNICATIONS

The Survey Idea

To the Editor: When I heard Secretary Ickes speaking to the Survey Associates, I felt like cheering, even though his words were coming to me out of a small brown box. When I finished reading the same speech just now in The Graphic, I still felt like cheering —it reads even better than it sounded. I wanted to write him a letter,—but when I thought of the thousands of letters written to him,—which he cannot possibly read, and which he ought not to take the time to read, because he knows where he is going and is very busy traveling that road,—I decided that I should write you and if you have space to print it, Ickes might read it, because I think he is the kind of man who will find time to read The Survey. The habits of a lifetime will not be broken, even though one be raised to the seats of the mighty.

In a sense, the present administration is a great triumph for the Survey Idea. I suspect most of the men who are standing out in front, who are the chief assets of the administration are and have long been constant readers—Ickes, Collier, Perkins, Wagner, Hopkins, Morgan, Mr. and Mrs. Roosevelt almost certainly; probably Wallace, Tugwell, Berle, Morgenthau; and possibly General Johnson even. I doubt whether the liabilities ever read it; Jim Farley almost certainly not.

The Survey Idea briefly is Social Intelligence. This is about the first time that social intelligence has been made functional to any extent in our country. Whether those charged with the responsibility can carry on and come through, I don't know, but as long as Ickes, Perkins and Wallace are on the job, I shall remain hopeful.

Perhaps Ickes can be president in 1940,—or Wallace. If so, we may escape another depression in 1950 worse than this. I am quite convinced we must pass out of the "voluntary cooperation" stage quite soon and begin to "crack-down on" the unpatriotic malefactors of great wealth,—else the whole program will fail,—or succeed only well enough to insure another bigger depression in the next generation.

Read Bain
Department of Sociology
Miami University, Oxford, Ohio

Exit Common Law Marriages

To the Editor: May I call the attention of your readers to an important change in the law of New York State in relation to marriage. This change, invalidating all future common-law marriages, was made by the legislature last April, but the bill was passed so quietly that few persons even today are aware of the accomplishment.

Common-law marriages in New York State have had a stormy career for over a hundred years. Recognized as valid during the first fifty-four years of the state's history, they were invalidated in 1830 (in the opinion of the eminent Chancellor Kent); they were restored by the legislature in 1831, were invalidated again in 1901, restored a second time in 1911 by judicial decision interpreting an act of 1907, and finally invalidated for all time, it is hoped, by last year's legislation.

Because social workers in this country are frequently confronted with the damage done to family life by what Chancellor Kent called this "loose doctrine of the common law," they have repeatedly joined forces with other groups, such as the Commissioners on Uniform State Laws, in attempts to require witnesses and a public record for all marriages. These attempts have failed more often than not, but in the states where they have succeeded social considerations seem to have been of less account in bringing about the change than a perception by those responsible for invested capital that property titles are left in jeopardy if, through an unknown and unrecorded alliance, a successful claimant to a share in the estate may at any time arise.

It now appears that the successful movement in New York State—in which social workers had no part—had a similar origin. In a recent article Senator George R. Fearon, of Syracuse, sponsor of the New York bill, states that his amendment was introduced on the recommendation of the Commission to Investigate Defects in the Laws of Estates. "Common-law marriages," he explains, "have been the basis of many attempts on the part of unscrupulous persons to blackmail both individuals and the estates of decedents. Many fraudulent claims have been filed against estates and decedents and have given rise to unnecessary and costly litigation."

The experience of New York State in this particular should prove of assistance to social workers in the twenty-three states in which the common-law rule still prevails, when further efforts are made to eliminate that outworn feature of their laws.

Editor, Social Work Year Book Fred S. Hall

Artists for Camp Counselors

To the Editor: The College Art Association has at present about 150 art teachers in boys' clubs and neighborhood houses who are working with groups of children and adolescents in a CWA project. The results have been most gratifying not only in their social significance but also in raising the standard of this especial type of teaching to a very appreciable and noteworthy degree.

The summer camp season is approaching. The CWA project is soon to terminate. We are again faced with the great need of the artist. Because of the leadership and experience which this group has had in this project during the winter we are led to ask that they be given an opportunity to be considered as counselors in the summer camps. Their teaching includes the following arts: painting, sketching, sculpturing, wood carving, commercial arts, arts and crafts, all types of block printing, metal work, stage craft, including marionette making.

We ask you to bring this to the attention of your readers and for all inquiries to address the College Art Association, 137 East 57 Street, New York City.

Director of Social Activities Frances M. Pollak

1000 Delinquents

To the Editor: Dr. Cabot's review of one thousand Juvenile Delinquents by Sheldon and Eleanor T. Glueck in the February Survey, brings to mind some interesting questions.

Are we justified in taking a definite number of cases from a well-defined locality and from the findings of those cases relative to delinquency, come to any conclusion as to the probabilities of a successful or unsuccessful treatment or therapy of a delinquent boy in that or any other locality?

Of what value is the science of probabilities in the diagnosis of a given case of social maladjustment?

Are not the elements involved in a given case of social maladjustment so numerous, so complex and so indefinite in their degree of influence that numerical ratios established by the symptoms of behavior in a number of other cases must of necessity be worthless aside from factual knowledge?

Can we profit by a numerical study of the natures, environments and habits of a group of delinquent boys as we might in the study of plants or animals?

Are reliable factors of prediction possible in human beings?

If a boy's background consists of "social inadequacy, unwholesome psychological atmosphere, poor heredity, low moral standards and family criminality" and such background is responsible for his behavior, of what avail are attempts to change his behavior? Can you destroy that background? Either the background had nothing to do with delinquency or if it did, it can not be of any assistance now unless it is changed.

Dr. Cabot believes that the criminal is not like the rest of us. Is it not because he *is* like the rest of us in most instances that he develops the urge to do unlawful acts? For example, is not the urge to steal the product of the desire to have things that are lacking or can not be had? Are individuals alike because they have common likes and desires or because of the success they have in the realization of those likes and desires? It occurs to me that a boy who has a common desire with another boy and failing to realize that desire like his more fortunate brother, commits a crime in the hope that such desire may be realized is not different, but has merely resorted to the only avenue he thought open to him for the realization of the desire he had in common with the other boy in the first instance.

PHILIP SCHOENBERG
Member of The Jewish Big Brother Association of Cleveland

TO THE EDITOR: I have read Dr. Cabot's article in The February Survey regarding the Gluecks' study of One Thousand Delinquents in Boston. Since reading it my attention has been called to a study of the membership of the Worcester Boys' Club made in 1931 of the boys who were members of the Club in the years 1915–18 inclusive. Of 3533 boys, 2421, or 71 percent, were located approximately fifteen years later. Only 168, or 7 percent of them had been arrested for delinquency or crime in the fifteen-year period. All of the members of the Worcester Boys' Club then and now come from the poorest sections of the city out of which come the largest number of delinquents.

There is a very close tie-up between the Juvenile Court and the Worcester Boys' Club. A very large percentage of the delinquents who appear in court are brought into the activities of the Boys' Club. At the time the study was made only four out of the whole number were found to be in jail.

The survey revealed many other facts as to occupation, education and marital situation but it seemed to me that the figures as to crime and delinquency are significant in relation to the Gluecks' study.

Is it not possible that the occupation of leisure time in wholesome activities under good leadership would enhance greatly the effectiveness of the Juvenile Court and the Child Guidance Clinic? A program of interesting, normal activities in which boys find joy and satisfaction appears to promote a positive and powerful constructive force in their lives. Could it not be integrated with other scientific services in the field of education and social service?

A. E. HOWELL
General Supervisor, Board of Public Welfare, Worcester, Mass.

Family Education

TO THE EDITOR: The Children's Bureau has been notified, first through official channels and also by a letter from the officers of the Congress itself, that a Fifth International Congress on Family Education is to be held in Brussels in 1935. Information as to the Congress can be obtained from the Bureau Exécutif, 22, Avenue de l'Yser, Bruxelles, Belgium.

Chief, US Children's Bureau, Washington GRACE ABBOTT

What social workers have wanted for years

an **INDEX**
to the 60 volumes of

National Conference of Social Work *Proceedings*

is now being prepared and will be published June 1, 1934. The authors of the INDEX are Bertha Freeman Hooper and Alice P. Atkinson.

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GOSSIP: of People and Things

Congratulations, Your Honor

NOT for many a moon have The Survey editors felt such personal satisfaction in a public appointment as was theirs in the word from Washington that President Roosevelt had named Judge Florence E. Allen of the Ohio State Supreme Court as a judge of the United States Circuit Court, Sixth District, where, it may be said in passing, she may be at times a colleague of the vice-president of Survey Associates, Judge Julian W. Mack.

Judge Allen, daughter of Utah, resident of Cleveland, is the first woman to be raised to this judicial rank. But it was not because of that that The Survey editors greeted each other one snowy March morning with, "Isn't it grand about Judge Allen?" but because of the kind of human being this Judge Allen happens to be, because of the qualities of mind and character, fortified with learning and experience, which so eminently qualify her in their opinion for high responsibility. Judge Allen has just turned fifty, young as judges go. Still plenty of time for the next step, up to that highest bench of all. And sooner or later, some woman may take that step.

DRAFTED originally from the Catholic Charities to the impossibly complicated task of organizing and administering home relief in New York City, Mary Gibbons has resigned from the public office, after more than two years of grueling service, and has returned to her first love to head its division of families, succeeding the late Rev. Thomas L. Brennock. Appointed as the new director of the Home Relief Bureau, probably the world's most thankless job, is Edward Corsi, settlement worker, long associated with Haarlem House, whose record as immigration commissioner at Ellis Island the past two years or so is a bright spot in recent history.

A. L. WIRIN, attorney for the Southern California branch of the Civil Liberties Union, has joined the staff of the national office in New York as assistant to Roger N. Baldwin. His particular responsibility will be in connection with the Lawyers' Research Service formed by the CLU in cooperation with the International Juridical Association.

JOANNA C. COLCORD, of the Russell Sage Foundation and likewise of the contributing staff of The Survey, has been appointed by President Roosevelt as a member of the Advisory Council to the Virgin Islands Administration, a body including the secretaries of interior and agriculture and business and professional men and others concerned with the economic condition of Negroes in the Islands.

HAVE you met Miss Bailey? Your chance will come at the National Conference of Social Work in Kansas City next month. The Committee on National Conference Exhibits have booked her along with other stars as one of the daily features showing in the exhibit room. Our guess is that Miss Bailey in person (with tea if you like it that way) will bring out a record crowd. Not only her friends, the Midmonthly readers, but the seven thousand or more who bought her little pamphlet will be there to shake her by the hand.

COLUMBIA University, recognizing its obligation to share its treasures, has accorded leaves of absence from academic duties to Profs. Adolf A. Berle and Joseph D. McGoldrick both now in the front-line trenches of the new city administration.

THE National Health Council, which counts nineteen organizations in its membership, has elected Colonel Theodore Roosevelt, recently governor-general of the Philippines, as its president. Dr. William F. Snow has been president since 1927 at the same time serving as general director of the American Social Hygiene Association. While the office carries no compensation it is understood that Colonel Roosevelt will take an active part in general administration. Thomas C. Edwards is the executive officer.

GEORGE AUBREY HASTINGS who has been running his own public-relations office in New York since his follow-up work on the White House Conference on children ended, is now associated with Col. Theodore Roosevelt in the management of the National Republican Club, the Colonel as president and Mr. Hastings as secretary.

RECENT additions to the field staff of the FERA include Pierce Atwater of St. Paul, Winthrop D. Lane of New Jersey and Arch Mandel of Dayton all borrowed for the duration or for special assignments. Other borrowings include Robert Lansdale to reorganize unemployment relief in Massachusetts under a new administrator, Joseph P. Carney; William Coffey as administrator of Wisconsin succeeding Florence Peterson, Julius Stone as administrator in Florida succeeding Marcus Fagg and Gertrude Gates of Wisconsin as director of relief in Arkansas.

THE new Housing Authority of New York City, as well as a lot of individuals, is congratulating itself on having acquired as its technical director, Frederick Lee Ackerman, consultant to the housing division of the PWA and well known for his progressive and practical views and accomplishments in low-cost housing.

So great is the confidence of the powers-that-be in the Dayton homestead project (see Survey Graphic, January 1934, page 11), that four additional units involving a federal loan of $309,400 are being added to the experiment. The personnel of two of the units, all of which are within ten miles of the center of the city, will be drawn largely from groups identified with the self-help program initiated two years ago by Elizabeth Nutting of the Council of Social Agencies (see Organized Swap and Dicker, Survey Midmonthly, December 1932, page 682.) Another unit will consist of Negroes, mainly young families, while the fourth will include professional and office people and craftsmen from the building trades.

ROBERT D. KOHN, director of the housing division of the PWA, has been awarded the 1933 medal of honor of the New York Chapter of the American Institute of Architects.

COMMENTING on the occasional looseness of charges of political preferment, Margaret Reeves of the New Mexico CWA—now, alas, late and lamented—tells of two petitions which reached her office during the same week from the same community. One document protested against the employment on a CWA project of thirteen Democrats and only four Republicans. The other protested the employment on the same project of thirteen Republicans and only four Democrats. On investigation it turned out that it wasn't a CWA project anyway.

THE Family Welfare Association of America has a new membership plan which admits individuals, professional and lay, to the privileges and perquisites of the organization. Professional dues begin at $1, laymen at $5, but both may qualify for the upper brackets of contributing, sustaining and life memberships at $10 to $100.

Low-Lights of 1933

FROM the tablets of his memory B. G. Tobey, of the Bronx office of the New York AICP, has compiled some souvenirs of the year everybody wants to forget, which this department lifts bodily from the AICP News Bulletin:

Child labor was abolished and many adults entered second childhood.

Shaw failed either to shock or amuse New York while Harpo Marx captivated Moscow.

Chicago, with almost one million unemployed, presented The Century of Progress.

The Lord Mayor of London declared an "Employment Week" during which everybody was to have fun. He forgot to tell the unemployed just how or where, only when.

Calvin Coolidge, Ring Lardner and Texas Guinan died, and the NIRA, AAA, CWA, FPWA, FSRC, FERA were born (just to mention a few depression babies.)

Germany and Japan quit the League. Helen Wills defaulted, and Uncle Sam went off the gold standard.

WILLIAM H. SAVIN, formerly of Philadelphia but lately with the US Employment Service in Washington, has been appointed general secretary of the Associated Charities, Washington, succeeding Walter S. Ufford, who retired last month after twenty-five years of distinguished service.

THE death of Mrs. Josephine MacGowan, first head of Ohio's Minimum Wage Commission, has occasioned the promotion of her assistant, Louise Stitt, formerly with the department of economics of Ohio State University.

ARTHUR DUNHAM of Philadelphia is the new president of the Pennsylvania Conference of Social Welfare, Harry M. Carey and Abigail Brownell, vice-presidents.

IF the Adamowski-Ickes bill for a public-housing authority gets through the Illinois Legislature, as now seems certain, it will put

the name of Anna Ickes into the legislative record for probably, and regrettably, the last time as an official sponsor of progressive social legislation. For Mrs. Ickes declined to run for reelection to the legislature and will presently retire from her avocation of lawmaker to engage in that of cabinet-lady, a byproduct of her vocation as wife of Harold L. Ickes, secretary of the interior.

They Organize in Pittsburgh

NOT even a Pittsburgh blizzard cooled the enthusiasm of employes of the Allegheny County Emergency Relief Board when, 200 strong out of a possible 400, they braved a March storm for the first general assembly of their newly formed Associated Relief Workers. Organization had been under way for a month with delegates from each district office meeting to frame a constitution, to nominate officers and to block out a program of action. At the assembly various members spoke on Why an Organization, What Has Been Done and What Action Next. Prof. Ralph E. Turner of Pittsburgh University spoke on Relief Workers' Opportunities. Kurt Anderson is president of the new organization, the stated purpose of which is "to promote a better understanding of the relief worker's problems and to encourage the adoption of better standards." Which statement, says the Pittsburgh Post-Gazette piously, "dispels any thought that the workers have formed a 'pressure group' or a 'union' for the mere purpose of obtaining higher wages or shorter hours."

FROM a cherished subscriber renewing her subscription, which happened to fall due on February 14, The Survey received this valentine couplet enclosed in a very hand-drawn heart:

Sugar and meat are off me-nu,
But oh, you Survey, I still love you!

AFTER leading the fight which resulted in the enactment, by referendum, of Ohio's new old-age pension law, Matthew L. Brown of Springfield, an officer of the Fraternal Order of Eagles, has been appointed to head the new state division of aid for the aged.

THE annual conference of the alumni of the New York School of Social Work, to be held on May 10, will buckle down to an all-day discussion of the place of professional social work in the public-welfare field. One of the ornaments of the profession in that field, Ruth Taylor, commissioner of public welfare in Westchester County, N. Y., is chairman of the conference.

ALLAN A. TWICHELL, the young architect who, as executive secretary, successfully organized the Housing Study Guild of New York has joined the staff of the TVA as administrative assistant to Earl Draper, head of the land planning and housing division.

THREE companion bulletins just issued by the Social Work Publicity Council focus on the theme of what competent social work is and how the public may gain understanding of it. Source Material on Competence in Social Work (20 cents) was prepared by the United Educational Program, National Council of Social Work, for a joint committee of the AASW and the Publicity Council. Public Opinion and the Social Worker (20 cents) was compiled from the Publicity Council's news bulletin. Introducing the Social Worker to the Broader Public (15 cents) is a paper given by Stanley P. Davies at a joint meeting of the New York chapter of the AASW and the Publicity Council. The three bulletins are offered as a set for fifty cents by the Publicity Council, 130 East 22 Street, New York.

CANVASSING its directory of social agencies, Boston finds that it has 317 entitled to quarter-century service stripes or better. Four agencies have been in service more than 200 years, and six more than 150; thirty-three have passed the century mark; 130 have been at it for more than fifty years and 144—striplings these—for more than twenty-five. The Boston Children's Friend Society is the latest to join the honorable company of centenarians, an occasion appropriately celebrated with feast and oratory.

IT took three days and national radio hook-ups to make the kind of a celebration that the friends of Rabbi Stephen S. Wise of the Free Synagogue, New York, felt that his sixtieth birthday rated. It began on the night of March 17 when Dr. Wise broadcast a special birthday message to his friends throughout the country. The next morning, Sunday, there was a special service at the Free Synagogue, also broadcast, followed by a large luncheon in which the Jewish Institute of Religion joined in doing honor. The following night came the Citizens' Dinner to Dr. Wise, the oratory and entertainment of which was broadcast for the benefit of similar gatherings of his friends up and down the country. At this dinner Dr. Wise was presented with a purse of $40,000 to be used for the causes closest to his heart.

IN time out from telling Mid-America about The Survey, Betty Mack visited her home folks and got acquainted with her young niece, Ruth Marie, aged five and very interested in letters and the mystery of their meaning. Returning from downtown one day she announced proudly, "I know how to spell bird." "You do?" replied Aunt Betty. "Yes, and I'll spell it for you." And she did—"N-R-A."

Camera Please

THERE ought to be something snappy in this about swords and ploughshares, but as it happened in Chicago it's about revolvers and pickaxes. More than 100 revolvers and guns confiscated in the Felony Court by Judge Harold P. O'Connell were melted down and made into tools,—spades and picks and what not,—for the use of CWA workers. The good judge,—and this rated a newspaper release from the Illinois CWA—tossed the guns into the melting pot and himself poured the molten metal. Without knowing much about it, it wouldn't seem to us that 100 guns would make enough shovels to be worth all that trouble, but then we never got our picture in the paper.

IN the well-designed four-page folder in which the Gads Hill Center, Chicago, tells the tale of its thirty-fifth year, a tribute is paid to the old stand-bys who have kept up their contributions year after year. Gads Hill counts eleven who have contributed regularly for twenty-five years or more, and fifteen who have given from fifteen to twenty-five years. Ruth Austin is the head resident.

A PORTRAIT of Vida M. Scudder, author, poet and Wellesley professor emeritus, has been presented to the college Art Museum by the Wellesley College Alumnae Council.

PENNSYLVANIA'S new law providing pensions for the blind is costing the Orphans' Guardians, Philadelphia, the services of its executive director, C. Marion Kohn who on May 1 will become county supervisor of pensions for the blind under the Mothers' Assistance Fund.

THE East Harlem Nursing and Health Service has a fine new home at 454 East 122d St., New York City, all due to the generosity of the Kips Bay Day Nursery Association. The building, a modern, fire-proofed three-story structure, was erected by the Association in 1929. When it was decided to give up maintenance of the nursery, the Health and Nursing Service was chosen as an heir worthy of the traditions of service to which the Association was dedicated, especially in the field of work for mothers and young children. An auxiliary committee of the Kips Bay group has been formed to continue interest in what, for them, is a new venture. There has been no change in the district boundaries of the East Harlem Nursing and Health Service, which extend from Third Avenue to the East River and 125th Street to 114th Street.

Higher Mathematics

A BEAUTIFUL example of just what you can do with percentages if you really put your mind to it is contributed by Robert T. Lansdale of the American Public Welfare Association, though where, in these busy days, he found time for such a statistical exercise is beyond this gossiper. As an evidence of the socialization of the US Indian Office he offers the percentages of Indian Office personnel, in certain states, who are members of the National Conference of Social Work:

Arizona	17
Montana	25
Nevada	100
Oklahoma	45
South Dakota	20
Utah	8
Wyoming	14

The catch in this is that there are just exactly twenty-three Indian Office people who are members of the National Conference. The rest is mathematics.

FLORENCE DOMINE, recently with the New York State TERA in the Buffalo district and before that with the Buffalo COS, has been appointed case supervisor of the New York Church Mission of Help.

A CO-ED who had been reading the health officer's weekly reports thought that "Total" must be an awfully malignant disease, as many dying of it as all the rest put together.—*College Humor.*

DR. WILLIAM H. WILMER of Baltimore will reach his seventieth birthday this summer and will retire as director of the Wilmer Institute of Opthalmology of Johns Hopkins Hospital. He will, happily, continue his research work and

private practice. The institute, it will be recalled, was founded in 1925 with an endowment of three million dollars contributed largely by Dr. Wilmer's grateful patients.

A Use for Skyscrapers

A THOUGHT for the owners of the Empire State Building, Radio City and other monuments of the "good old days" is found in the tale of practical little Martha gleaned from the Bulletin of the Frontier Nursing Service. Martha, fresh from the mountains, was taken to Cincinnati for an operation. During her convalescence someone took her for a ride to see the sights of the city. Only the tall buildings drew comment. "Whe-ew," she observed, "wouldn't they hold a sight o' hay."

THE community study initiated a year ago by the Women's Club of Scarsdale, N. Y., under a committee headed by Mrs. Paul E. Illman, has resulted in the organization of a Social Service Council in which all sorts of local organizations are joining for united action. Mrs. E. D. McBride, a seasoned social worker who has been appointed executive secretary, will share her time with the village welfare office, an arrangement calculated to bring closer cooperation between public and private effort.

AT the recent annual meeting of the Jewish Welfare Board in New York, Judge Irving Lehman, president, some 290 constituent organizations were represented, some of them gray-beards in service. The YMHA of New York recently celebrated its sixtieth anniversary and the Philadelphia YM and YWHA will turn the same milestone next year. The YMHA of Mt. Vernon, N. Y., and the YM and YWHA of the Bronx will have their twenty-fifth birthdays this year.

THE New York School of Social Work has two foreign students this year, Constance Lam of Canton, China, preparing for a social-work career in her native country, and Hortensia Varas of Santiago, Chili, a bachelor of law of the University of Chili and one of the first women in her country to engage in juvenile-court work. Not quite so foreign is Charles H. Young of Nova Scotia who for the past two years has been teaching at Cornell.

CUPID has run amok of late in the Isabella Home for the Aged in New York, six of the old folk having decided to become three couples. The last event was a double wedding attended by all the board with a ceremonial dinner and wedding rings and bridal bouquets and everything. Both couples continue in residence. This is the same home that broke into the front pages some time ago when the old ladies went on strike against a "five o'clock in" rule. The "girls" made a big to-do about it, and the reporters loved it. The strike, said the management, was "amicably adjusted," but we've always wondered how.

IT was like old home week, Professor C.-E. A. Winslow told the banqueting Boards of Counsel of the Milbank Memorial Fund, to see Harry Hopkins again in a New York setting. But, he added, perhaps few of his friends could greet him quite as they had when he was merely one of them. To illustrate the difference he told a story from Lillian D. Wald's new book, Windows on Henry Street. Once when Tagore was a guest at the Henry Street Settlement a little girl, eyeing the great visitor's benign countenance and flowing beard, approached Miss Wald shyly and asked, "Is that God?" "No," Miss Wald replied, "but he's a friend of God." And so, to judge from the laughter and cheering, is Harry.

THE American Female Guardian Society and Home for the Friendless, which has had the courage to cling to its austere old name through thick and thin, has just celebrated its first hundred years. Started as the American Female Reform Society it opened a shelter for "women who wished to reform." Later its purposes were reshaped and its efforts are now largely confined to a home for children. Its board always recruited from conservative New York families, the society points with pride to the granddaughters and great-granddaughters of the founders who have maintained the family interest through succeeding generations. In 1836 the Society started a regular publication, The Advocate of Moral Reform, still published as The Advocate and Family Guardian, the oldest social-agency house-organ, so far as this department knows, in the country. If anyone knows of an older one we'd like to hear about it.

50 West 50

EARLY April saw the trek of the National Health Council and its satellites from the old quarters at 450 Seventh Avenue, New York, to new ones in Radio City. The whole health family is now occupying the eighth and ninth floors of the towering RCA Building. The address, easy for the worst remembrer, is 50 West 50th Street, New York. The agencies established there are:

American Child Health Association
American Heart Association
American Journal of Nursing
American Nurses Association
American Public Health Association
American Social Hygiene Association
American Women's Hospitals Association
National Committee for Mental Hygiene
National Health Circle for Colored People
National Health Council, including its library and other branches
National League of Nursing Education
National Organization for Public Health Nursing
National Probation Association
National Social Work Council
National Society for the Prevention of Blindness
National Tuberculosis Association

THE Community Chest of Erie, Pa., which has been without an executive for a year, has summoned Robert O. Loosley from Wichita, Kan., where he has managed the chest for the past four years.

DEATHS

HENRY GLOVER STEVENS who died in February left a lasting imprint on the social work of Detroit, his native city, and on the cultural development of the Great Lakes region. Fortunate in possessing leisure he gave his money and himself joyously and unsparingly to human service. Becoming a director of the Associated Charities in his early manhood he patiently and insistently used that position as a tool with which to fashion a better community organization. His thinking and efforts were decisive factors in the establishment of the Community Fund. Seldom has a similar organization had such a wise and reliable chairman of its budget committee, which position he held from its origin until his health began to fail. His thoughtful and generous counsel was eagerly sought not only by the parent body, but also by a score of its constituent agencies. As a director of the American Association of Community Chests and Councils he played a major role during the last decade in helping to guide the spread of the community-chest movement throughout the nation. An artist of talent himself, he was friend, counsellor and patron to dozens of artists. A commissioner of the Institute of Arts, a president of the Scarab Club and a director and active member of numerous other organizations, he held a place equally significant in the emerging cultural life of his locality. He gave continuously a demonstration of the high attainments possible for a gentleman and a citizen.

RUTH MORGAN inherited at an early age an interest in social problems, but was not content to follow only in the paths of family tradition. To those who knew her it was natural that, as a result of her experience in Paris during the World War as high commissioner of the American Red Cross, she should decide to devote the rest of her life to the cause of peace.

As chairman of the Department of International Cooperation to Prevent War of the National League of Women Voters, as head of the Peace Committee of the International Suffrage Alliance, and finally as administrative chairman of the Committee for the Cause and Cure of War, Ruth Morgan made a contribution that was unique. An intrepid fighter, with deep convictions and great courage, she had at the same time a sense of humor and ready wit that lent a note of gayety to all her undertakings. She was an insatiable reader and in a ten-minute speech, I have heard her quote from Mother Goose, Mr. Dooley, a French philosopher, an English poet and two American statesmen.

Like all true leaders, Ruth Morgan was undismayed in the face of defeat. Although she realized that the present outlook in Europe is discouraging to the maintenance of peace, she was determined to continue her work for international cooperation and goodwill. It seemed fitting and appropriate to her friends that the funeral services in Grace Church, New York, should end with the Battle Hymn of the Republic, for the belief that truth is marching on was the mainspring of this remarkable life.—A. B. L.

BESSIE KOENIGSBERG SCHOOLMAN, who led one of the early fights against New York sweatshops, and who helped Mary McDowell establish the University of Chicago Settlement House, died recently at her home in Chicago. As a young girl with only a scant command of English she was active in organizing, in 1888, the Women Garment Workers, one of the first unions of its kind in this country. She organized the Jewish Educational Alliance in Chicago and was all her life a leading spirit in a wide variety of social and educational activities.

THE SURVEY

Vol. LXX. No. 5 MONTHLY May 1934

CONTENTS

FRONTISPIECE: *Out-of-Door Girls* 146

A MUZZLE ON THE REVENUE BILL 147

SHALL SOCIAL WORK BE PUBLIC, PRIVATE, OR BOTH?

PUBLIC ..... *Harold P. Winchester* 148

PRIVATE ..... *Spencer Ervin* 150

BOTH ..... *Eduard C. Lindeman* 152

NERVES ..... *Gertrude Springer* 154

THE POORMASTER MEETS UNCLE SAM ..... *L. Josephine Webster* 156

MIKE TAKES HIS PEN IN HAND ..... *Esther M. Taylor* 157

UNCLE SAM AND SICKNESS BILLS ..... *Mary Ross* 158

CLIENTS' INSURANCE ..... *Edward J. Coleman* 160

COMMON WELFARE 161

HEALTH 164

SOCIAL PRACTICE 166

EDUCATION 167

UNEMPLOYMENT AND COMMUNITY ACTION 169

BOOKS 171

COMMUNICATIONS 174

GOSSIP 176

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SO THEY SAY

All students should be "impractical idealists."—*Virginia Gildersleeve, dean, Barnard College, New York.*

One generation lives an intense emotional life and the next generation is tired.—*Aldous Huxley in The Yale Review.*

We are a literate nation in the sense that we *can* read but not in the wider sense that we do read.—*Cedric Fowler in New Outlook.*

There are certain realities that cannot be suppressed and among them is the individuality of the individual.—*P. W. Wilson, New York.*

Perhaps the surest sign of leadership is the ability to know what to do first, and what second, and what after that.—*Walter Lippmann, New York.*

Bad suggestions are to the mind [of a child] what germs of contagion are to the body.—*Frederick Peterson, M.D., before the Motion Picture Research Council.*

Misleading advertising takes more money from the pockets of the American people than all the forgers and pickpockets combined.—*Dr. Abraham Myerson, Boston.*

No law, nothing, will protect a state's institutions from the indifference of the people of the state.—*Dr. George H. Preston, state commissioner of mental hygiene, Maryland.*

It is an old custom to carry to the doorstep of the school all the problems that cannot be solved in the home or elsewhere in the community.—*Senator Royal S. Copeland, New York.*

It is a sobering reflection that half the states in the union have deemed it a function of government to regulate the length of hotel bed-sheets.—*Ralph Hayes, New York Community Trust.*

You remember the harassed and cynical college professor who exclaimed, "Well, if this is the cream of the population, God help the skim-milk."—*Prof. M. L. Entorf, Hanover College, Indiana.*

Someone has said there were three great passings in American history,—the passing of the buffalo, the passing of the Indian and the passing of the buck.—*Dr. Raymond E. Mitchell, Indianapolis.*

Isn't it curious,—the sanctity in which work has been held all these years, with moralists and philosophers all on its side, when we recall that God plainly imposed it as a curse.—*Ernest Elmo Calkins in Recreation.*

Our teeth have had an illustrious past; they have a serviceable present . . . but if the human dentition breaks down it will carry with it in its fall the human species.—*Dr. A. Earnest Hooton, Harvard University.*

Unemployment reserves by industry have become a primary social duty which the state must recognize. . . . It is a duty which industry must assume and the state must initiate.—*Governor Herbert H. Lehman, New York.*

There is still among us too much of the old-fashioned idea that to be completely tired out is highly praiseworthy and is an indication of having devoted oneself whole-heartedly to one's work.—*Lillian M. Gilbreth in How to Keep Rested.*

The no-man's land between the world of education and the world of public affairs is getting smaller and narrower all the time and we can begin to see over the parapets on the other side.—*Raymond C. Moley in Barnard College Alumnae Monthly.*

The judgment of one nation by another is based on selected knowledge, and we are apt to take the bits of evidence, or even distortions of the bits, that are most congenial to our bias.—*Professor Felix Frankfurter, Harvard University, in The London Listener.*

YWCA

YWCA

Camp Kehonka, Wolfeboro, N. H.

Ruth Nichols for National Girl Scouts

OUT-OF-DOOR GIRLS

Camping is, this summer, looking back over fifty years of active life, and the YWCA remembers that President Grant opened its first vacation house all of sixty years ago. Old snapshots dug up for the occasion disclose that the men wore beavers and thickets of moustache for camping and that the girls wore practically everything.

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A Muzzle in the Revenue Bill?

SOCIAL agencies may find themselves muzzled, under penalty of loss of support, if an amendment made in the Senate to the House Revenue Bill goes through at this session of Congress. As originally passed by the House the bill (HR 7835) contained the usual provision for deduction from income-tax returns of contributions to charitable and similar organizations including community chests. But to that provision the Senate added the clause:

> and no substantial part of whose activities is participation in partisan politics or in carrying on propaganda or otherwise attempting to influence legislation.

In spite of assurances that the proviso is not aimed at social agencies and that it only puts into the law what is now the practice of the Bureau of Internal Revenue, the clause has provoked sharp protest. Practice, if it is unenlightened, can be changed much more readily than law. Current federal practice in determining eligibility for deductions is inconsistent and coercive. To freeze it in statutory law would not only lessen the chance of liberalizing it but might become the basis for further encroachment upon liberty of action.

The clause would threaten social, charitable and educational organizations at the point where their independence is most valuable in supporting or opposing moves that concern the general health and welfare. The obligation of such organizations to use their first-hand knowledge to inform public opinion, to rally support for sound social legislation and to block deleterious measures has never been clearer than during the depression. Their growing activity along these lines is encouraging. To cramp it at this time would be a deplorable waste of valuable experience. The proposed change in the law would not trouble privately supported organizations if they were content to go along as the salvage corps of society, picking up and caring, as best they may, for the victims of bad conditions. But if they stood forth in support of housing regulation, of preventive health measures or of bills striking at hoary industrial evils they might find themselves subject to adverse rulings by tax authorities. There could be few more obvious ways to attempt to blanket the initiative and independence of welfare agencies than to put this fear over them.

Tax exemption is a moot question, but is not specifically raised by the proposed change. The question here is simpler: granted the principle, shall its application be hedged about in ways that make for regimentation of opinion and action?

To be sure, many conscientious contributors would continue, regardless of tax discrimination, to support organizations that strike at the roots of bad social conditions. But there is little doubt that many of the less thoughful would prefer to give where their contributions would be deductible. Such has been the case under the administration rulings. In time the support of dynamic organizations might be seriously undermined and meanwhile their generous backers would be hard hit.

IT IS interesting to speculate how far such a legal limitation as this could be carried. First off one thinks of Pittsburgh where, within the year, the social agencies agitated for a change in the juvenile-court law and threw their united strength into the election of a qualified judge (see A Better Juvenile Court, The Survey, March 15, 1934, page 87.) Plainly all those agencies would come under the ban if it were strictly applied. The Chicago Council of Social Agencies and a good share of its members would be out by reason of their support of certain child-welfare measures before the Illinois legislature. Out too would be the State Charities Aid Association of New York and the Public Charities Association of Pennsylvania for their efforts on behalf of better state institutions. Any agency supporting measures ranging from unemployment insurance to modification of the Elizabethan poor-laws would do so at the risk of losing its deductible status and either penalizing its contributors or jeopardizing its budget.

Whatever the intent of this clause, it could be used as a muffler to cut down the articulateness of institutions singularly qualified by their work and experience to bear witness as to needs, and to help draw constructive lines of action.

Shall Social Work Be Public? Or Private? Or Both?

HAROLD P. WINCHESTER SPENCER ERVIN EDUARD C. LINDEMAN

PUBLIC

The best reason why all social work should be conducted by the state is that the welfare of all its citizens is the concern and responsibility of government and not of the wealthy or of those who choose to give. The latter is charity. —HAROLD P. WINCHESTER

IT is not difficult to predict the immediate future of social work for forthcoming events are casting large, jet-black shadows. At the beginning of the depression it was a matter of academic discussion whether social work should go "public" or stay "private" but the events of the last three years leave small question of the realities of the situation. With 90 percent of all funds expended for social work now furnished by political units and with this percentage increasing month by month, as the amounts expended by private agencies decrease, and with social workers going over in droves to public work, who can doubt that this is the day of the public agency?

Nor are we in any doubt as to the trend in the character of the social work performed. Instead of a leisurely and highly individualized case-work treatment of the relatively few we have been forced to change over into a hurried and mass treatment of a large segment of our population.

The question at once arises as to whether this decided trend towards public, mass, social work is just a temporary phase, say, for the duration of the emergency. Undoubtedly the social emergency will last for several years after the business depression is over. One prominent leader in social work has said that it will be twenty years before the ravages of this depression in the lives of its victims could be repaired. We are beginning to recognize that, even when the industrial system gets back to the 1929 rate of production, at least five million men and women cannot be reabsorbed and must be taken care of by some form of dole, American style, which must absorb too those hundreds of thousands who have been rendered unemployable by long lack of work and by acute physical and mental suffering. In addition programs initiated by the federal and state governments which contemplate the transfer of hundreds of thousands of city dwellers to subsistence farms, the abandonment of millions of acres of sub-marginal land, the Tennessee Valley project, slum clearance, and other projects of like nature, will uproot millions of our citizens and put them in motion over the next few years, necessitating care, guidance, and control by various agencies. To most social-work observers it seems inevitable that it will be another five or ten years before the bulk of depression-born social work will be materially reduced.

There will probably be general agreement too among these same observers that during this period the bulk of social work could not be conducted by private agencies even if public sentiment should endorse them. It will stay "public" for the same reasons that it went "public." The funds required will still be too enormous for private individuals to furnish. The government is the only agency which can furnish leadership and direction in an emergency—and naturally it wishes to control its own funds.

Furthermore private agencies will undoubtedly continue to decline in numbers and in amounts expended. They will receive less and less each year because both large and medium givers will feel, as taxation increases when we really start paying for relief and recovery, that they are already paying enough for welfare work. This reasoning has already been encountered in chest drives this past year. Another trend observed in chest communities is that, as people of wealth die, their fortunes are split up in many bequests to children and relatives unhabituated to generous giving. In Albany we have noticed that when a $10,000 subscriber passes on we are lucky to get $1000 from his heirs. And of course if the New Deal means anything at all it means that in the future wealth will be much more equitably distributed, and that income and inheritance taxes will keep down the wealth of those who have been the main supporters of private charity. In addition, those at the lower end of the income scale who should receive increased wages and salaries under the New Deal will not contribute to private charity in any great numbers if only because they are not in the habit of doing so.

The best reason why all social work should be conducted by the state, is that the welfare of all of its citizens is the concern and responsibility of the government, and not of the wealthy or of those who choose to give. The latter is charity pure and simple. There is a growing realization among subscribers to private agencies that the drive method of raising welfare funds is inefficient, unfair, inequitable and costly. We should tax for all social work and place squarely upon each citizen his responsibility for social inequities. We are practically at that stage now.

If an institution or system cracks during a crisis and has to be superseded by a more flexible and efficient way of performing its function it is only logical to inquire why the second method should not be the indispensable one for the long pull. The real test of methods, as of men, is how they act during an emergency. Our private welfare organizations in an emergency have been able neither to organize cooperatively and rapidly to meet the situation nor to furnish the leadership or funds for the necessary expansion. They have stood by during the crisis, increasing their case

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IN this "three-cornered debate" The Survey presents sharply contrasting philosophies on the future of social work, blown by the depression from its old moorings of private initiative. Mr. Winchester is a business man, a member of the board of the Family Welfare Society of Albany, N. Y., and of other social agencies who has for years, he says, rung doorbells on behalf of the Community Chest. Mr. Ervin is a lawyer, president of the Philadelphia Family Society and vice-president of the Family Welfare Association of America. Mr. Lindeman, social philosopher and teacher, is a lecturer and a member of the faculty of the New York School of Social Work.

loads in some measure, but leaving direction and expansion to the government. Private welfare workers, to be sure, have done more than their full share to aid the government program but they have been drafted after the government exerted the leadership and provided the program.

After all this is the main weakness of all private enterprise whether business or social work. Each is made up of antagonistic competing units, which from the very nature of their competition cannot get together during a period when they are most needed to present a common front and a joint leadership. In essence the common enemy which brought on the crisis has been the disunity and unrestricted competition of private enterprise. The advent of the New Deal is almost entirely due to the realization that the old laissez-faire conception of doing the world's work is outmoded in this complex machine age. Our political and economic structures have both been built for the man on the frontier and not for the man in the mechanized city. The world is realizing that as population increases and science advances society is becoming so complex that the activities of individuals must be more and more restricted and that planned activity must take the place of the hit-or-miss, more or less purposeless and uncoordinated method of running things.

IN a planned society the individual man is the rightful concern of society and not of himself alone. Up to the depression we recognized that the man who could not adequately take care of himself, whether the fault were his or that of society, must be aided but we aided him as charity in a sporadic, poorly conceived, badly correlated, and wholly inadequate fashion. Now we must plan the whole field of social work so that all necessary services are rendered without the gross duplications or overlappings which characterize the activity of the private agencies. This cannot be done by a myriad of private agencies, each independent and often antagonistic, unless they come under central control. When this happens they might as well give up their separate identity and join with the dominating public agencies. I would not even exempt the church welfare organizations from this merger though I recognize the difficulties involved.

I do not recognize the validity of the cry raised by private agencies that we still need them for experimentation in new fields of social effort. Why cannot government experiment? Has not the New Deal proved with its CCC, TVA, and many other alphabet experiments, that government can lead the way? Have not our progressive state departments of welfare initiated many projects never started by private agencies? In the long run the government should be able to experiment in new fields better than any private agency, inevitably limited as to funds and scope. All it needs is forward looking leadership, and that, we now know, exists.

Many at this point will admit this trend of social work to public auspices but will doubt its merit. They will believe that the question of whether the public agency can be as efficient as the private is a fundamental one. The assumption of those who hold that it cannot seems to be that there is something inherently inefficient in public service whereas private agencies or private enterprises are generally efficient. My own observation in many fields is that all individuals are for the most part inefficient, performing at about 10 to 25 percent of their potential capacity. Whenever we find a person who is 50 percent efficient we consider him as something of a superman. We inefficient individuals do a comparatively poor job for wherever we are placed, whether we are paid from private or public funds.

The assumption that private business is efficient is one of the worst fallacies in our American thinking. Of course, here and there you will find a large concern relatively more efficient than its fellows, but the great mass of concerns can rise no higher in efficiency than their human sources, the poorly functioning individuals directing or working for it. Does not the depression stand out sharply as the direct product of the general inefficiency of American business?

I cannot understand why a case worker paid by a private agency to deal with A and B, cannot do just as good work for A and B when she is transferred to a public agency. Of course, during an emergency she may have to place a different value upon time but under like conditions there should be no difference because of who pays her salary. I have lived all my life in a capital city and have had as personal friends hundreds of state and city officials. I have found them every bit as honest and sincere and hardworking in their endeavor to do a good job as the corresponding number of friends in private business.

Claims of the real efficiency of private welfare agencies are ridiculous to those who are acquainted with any number of them. They have all the faults of the inefficient human beings we are and in addition those faults which attend numerous competing agencies. They duplicate each other, they overlap functions, they have small case loads for high overhead, they refuse to merge with those in the same field. They are jealous of each other and they are often antagonistic. They leave neglected many fields which need service badly. They do not get together for common action. They often represent only the wealth of the community and its reactionary social attitude. They too often stand in the way of real reform and seek to perpetuate the present system—and their jobs. It is a costly and inefficient system. It is charity.

TO many people the evils of politics are the most telling argument against public operation of anything. Here again my observation leads me to believe that "playing politics" and all that term implies is an almost universal human attribute and not a method of action or an attitude of mind limited to those on the public payroll. Only a person living in a vacuum will deny the existence of politics in churches, lodges, college faculties or fraternities, trade unions, medical societies, big and little businesses, trade associations, and every other human institution. There is just as much nepotism and favoritism in big and little business as in the political world—and just as much wire pulling. To deny the existence of politics in private social work is to shut our eyes to reality.

This is not a denial of inefficiency, or political corruption in public life but an endeavor to point out that these qualities are characteristic of most institutions and individuals. They merely get more publicity in politics where it is part of the game to show up one's opponents whereas business and perhaps social work buries its dead without public funerals.

We have it in our power more easily and more quickly to improve the standards of public service than we have to improve those of private business as soon as we, as a people, take more interest in public service than we do in private business. We can elect efficient men to public office but we cannot guarantee honest men at the head of private business. In the long run people who are motivated by the desire to give themselves to public service at a comparatively low financial return are more likely to be honest than those who are motivated solely by the desire for personal profit in a competitive world where unethical methods are almost unavoidable as the price of success.

We may agree on the immediate future of social work under public auspices but what of the more distant future? An ex-

president once said "My future is all behind me." I hope this will soon be true of all social work, public or private. We must see that it is a palliative, a form of compensation for the inadequacies of our economic and social system, and should be abolished. If half the time spent by social workers in the past fifty years had been spent on preventive work instead of on binding up the wounds of victims of our system we might have come sooner to the beginning of a planned economy. In fact I believe that social workers as "the wrecking crew of capitalism" have stood solidly in the way of social reform. If the present trend towards planning continues with its emphasis on cooperative action for the good of the individual there is no reason why all social work as such should not rapidly pass out of the picture. If we achieve real honest-to-goodness economic planning, so that every man, skilled, inefficient, maladjusted or handicapped, who wishes to work can get a job at a living wage with compensation from national unemployment reserves when work is not immediately available, just about 90 percent of the customers of social work will disappear. To this add a program of old-age pensions, some form of group medicine or sickness and disability insurance, modern housing, and an educational program which emphasizes self-mastery and creative self-expression in a cooperative world instead of the mere acquisition of knowledge, and practically all need for social work vanishes. There will still be the mentally and spiritually unadjusted but in such a society they will be far fewer in number than now and may well become the responsibility of the new leaders of religion, trained to make psychological and spiritual adjustments.

In its final essence this problem of the social work of the future has at its heart that most fundamental of all questions "Can human nature be changed?" It has as its corollary that other question—"Shall I work for myself with or without the aid of my fellow beings?" If you believe that human nature cannot be changed you will probably decide that you must work for yourself at the expense of your fellow man, and will decry efforts for cooperative functioning in our collective capacity. If you believe human nature can be changed you will probably believe you can best advance yourself in the highest sense by working with and through others; you will believe that human beings need not be victims of blind economic forces but can be masters of themselves and of the material world and together can eliminate social and economic injustice.

HAROLD P. WINCHESTER

PRIVATE

Demands for government monopoly of social work represent merely an extreme reaction from individualism.—SPENCER ERVIN.

WHETHER social work shall be done partly by the government and partly by private effort or wholly by the one or by the other is not so important as that it shall be adequate in scope and satisfactory in performance. Anyone interested in private social work who would argue for its continuance in the face of a demonstration that the community would be advantaged by its surrender to public social work could not be considered a very good citizen.

If, then, in this article I set forth the reasons which lead me to believe that private social work should continue, I do so not because of loyalty to associations, but, so far as those associations permit me to have a wider view, out of loyalty to the community. I do not believe that it has been or can be demonstrated that in the interest of the community private social work should cease. The difficulty of such a demonstration becomes apparent the moment we expand to the measure of its implications the proposition that the government should do all social work. We then see that we are necessarily asserting that at no time and in no place within the territorial limits of the government of the United States should there exist any cooperative enterprise for the satisfaction of specific human needs by private action within the field of, or perhaps I had better say, by the methods known as social work. We are necessarily asserting also, it seems to me, that the government should take steps to bring about and maintain the monopoly of social work which it is said that it should have. I do not wish to overstate the position indicated by the title of the preceding article, but if the government is to do all the social work which is now being done or may later be initiated, there must be at all times a complete consent that it should do it: an absurd supposition in a society of 120 million people; or there must be compulsion: by law and by the force upon which law ultimately depends for its enforcement against recusants.

WE may concede at the outset the ability of government to enlist in its service the same loyalty, enthusiasm and initiative claimed for private operation. And let us assume that such influences as place-hunting can be obviated or sufficiently minimized. Are there nevertheless some limitations inherent in government operation and what is their tendency and effect?

Any activity of government requires authorization. We distinguish an act as governmental by its relation to the public official who does it under an actual or purporting previous authorization embodied in a statute or ordinance. John Jones, public welfare commissioner, orders or does thus and so. We assume that he is authorized by law, and he is, or his act is not governmental. Now the law which is his authorization has limitations. It need not and will not attempt to specify every act which it authorizes. Nevertheless it does mark out a field of action within which there may be a large measure of discretion but outside of which there is no authorization at all.

A difficulty inherent in law is to confer the discretion necessary for accomplishment without yielding all control over the administrator's action. We see this difficulty frequently illustrated in the discoveries of legislative committees of investigation. We see it also illustrated in the acts of the public official who sees what ought to be done but fears that if he does it he will be made the subject of a legislative investigation. With social work all in the hands of government, the beneficiaries of social work will have no escape from the tyranny or the evasion, as the case may be, of the public official upon whose activities he is dependent. At present he can get aid elsewhere.

Another difficulty inherent in government is the relative slowness with which it can make changes. Legislative bodies are not in continuous session. When they are in session they have a multitude of proposals to consider: not merely this one proposal important to social work. And they must hear objections, and debate them. Private bodies can act much more quickly. Needed adjustments or permissions lag in the one case and are obtainable promptly in the other. This means that public social-work policies will always tend to develop and correct themselves much more slowly than private policies. Of course, if there is no longer any private social work, the contrast will not be evident but the effect will still exist.

Governmental policies are subject to sudden changes as the result of changes in the convictions of legislators or voters. With the changes in policy often come changes in personnel,

entirely apart from any question of place-hunting, for the old administrators are identified with the old policies. These changes are not necessarily all good. They may be distinctly retrograde. If they are retrograde, and there are no private organizations in existence to continue the desirable policies, the social loss may be very great. Private societies are not so subject to sudden changes of policy and personnel. But if they were so subject, there is still an argument for their continuance, on the ground that their changes would not be likely to coincide in time with those of the government.

Government represents the whole community. Private organizations represent a special interest. It will not do to assume that the views expressed by this special interest will always be right, but it is clear that they are likely to represent expert opinion in their field. This expert opinion is an aid to the government in the determination of its policies in the same field. What becomes of this opinion if the private organizations are suppressed? Yes, the government has its own experts. But they are not free. They are employes. The government is not obliged to consult them. Public opinion, if it is attacking their acts or policies, may demand that they be not consulted.

One of the basic problems of government is to keep its policies sufficiently before the electorate to win such understanding and approval of them as will prevent their discontinuance through a change in administration. Many a good administration has gone down before a revolt of the electorate based largely on the discontent of ignorance. We do not like to be kept in the dark on matters in which we are concerned. It is also true that there are policies which the public must be educated to support through changes in administration. The care of the public health, for example, must not be discontinued when the government changes.

NOW the activities of government are so many and diverse that no administration can hope to keep the public fully informed on all of them. There is always a danger that the public may not know the importance of a given service, and may insist upon its curtailment or abolition. It is upon the interest of private groups that we depend for keeping before the public the claims of many public services. It is true that each such service might have its own bureau of publicity, but how long would such bureaus be permitted to spend public money for the defence of policies under attack?

I have not yet spoken of initiative. There is no reason why a man who has initiative should suddenly cease to have it when he enters the public service. We may grant the existence of plenty of initiative among public officials. But the scope for its exercise is another matter. Its exercise in new fields costs money and may prove futile. The experiment may prove a failure. And the public is not especially tolerant of unsuccessful experiments with tax-money. The private organization however can make these experiments with its eyes open. There are always people to be found who are willing to risk their money on a new venture.

Let us now leave the state and turn to the citizen, whose interest in social work, if private social work be abolished, must find expression through the state or not at all. First of all, he may not initiate any new ventures in social work. No matter how important he and his friends—mistakenly or not—may deem any venture, it is *verboten* to make it. As the field within which social work methods are applied widens, as it will widen, these restrictions will result in a great diminution of the field of voluntary giving. But voluntary giving is an agency of spiritual development. It may be, and often is, the product of egoism merely, but it may also be, and often is, a very important outlet for ideal motives. To fetter these so largely is a damage to the individual and to the community. I do not emphasize the restriction of personal liberty because that perhaps stands or falls according to the preponderance of social good which it may accomplish, and the existence or non-existence of this preponderance in respect to the abolition of private social work is here in dispute. But I will point out that even a preponderance of social good, unless patent, will not prevent assertions of liberty in defiance of the law and that the state is likely to find that this particular restriction upon liberty will have rough sledding.

Why should we put all our eggs in one basket? Why give the government a monopoly of social work? Let us have social policy insurance as well as social insurance. Why not have an anchor to windward against the possible failures of state social work?

LET us progress by evolution and not by revolution. I venture to say that the overwhelming preponderance of professional opinion is that private social work should and will continue. That opinion may be wrong, but it is entitled to consideration when we are discussing what may or should be. Nor can we dismiss it as biased, though it includes or even perhaps consists chiefly of opinions from those engaged in private social work. These professionals will not be out of a job under a state monopoly. Their services are now and will continue to be in demand for the staffs of public agencies. Let me quote only one pronouncement by professionals which seems to me to represent very well the purport of the considerable number of essays and findings which I have read. It is part of the Report of the Committee on Individual Agencies of the Southern Institute for Social Work Executives held at Blue Ridge, North Carolina, in July 1932. Paul Beisser was the chairman of the Committee:

> In order to discuss the relation of individual agencies to the external controls which affect them, it is necessary to visualize the place in the scheme of things which individual agencies, private and public, do and will occupy, and to make certain assumptions as our knowledge of the facts may permit.
>
> To begin with, we assume that no agencies have any inherent right to existence, or to permanence, no matter how they came into being, and that their fate rests with the process of endless change. We also assume that we are not headed for the socialized state where the only machinery for communal action would be the government.
>
> We set up the proposition that as democracy is increasingly achieving the conscious control of social progress, it has a place in it for two forms of organized effort in the direction of this control. The first is public administration erected by the will of the political citizenry to carry out the essential services which citizens generally agree are needed to provide for all of themselves who need such services. The underlying philosophy here is that it has become the obligation of government to play a large part in guaranteeing economic security and social protection to those of its citizens who need it. This task has many facets but the two, which concern a discussion of individual agencies, are the operation of public social agencies, and the responsibility of the government to set up adequate control over the establishment and conduct of private agencies that will protect the community and also the private groups which maintain a social service.
>
> In passing it should be noted that we also proceed on the assumption that government is improving in the quality of its performance and that continuing improvement in the social-work field will and must be affected by the watchfulness and participation of individual agencies and groups in the private field. . . .
>
> The public services however have inherent limitations. They must be essential, common to everybody, without discrimination, of

accepted and well-tried status and they must take everything that comes to them in their line. Citizens in a democracy have other and more vital interests than their political franchise. These other interests, involving connections with organized institutions and groups other than government, are founded on other motives—religious, spiritual, humanitarian, aesthetic, self-preservative, enlightened selfishness, altruistic or just curiosity. These motives give rise to desires to do something about something or about everything, and are the well-spring of innumerable attempts along social and civic lines.

No progressing civilization can do without this ferment, nor can it afford to choke it off. So long as a system of private wealth exists, some people will have the means to try what they please. The amazing variety and complexity of the private social agency field is the result of the operation of this process, largely during the past century. . . .

May I suggest, in conclusion, that demands for government monopoly of social work represent merely an extreme reaction from individualism. Some aspects of that were bad, therefore it is all bad, and collective action is all and altogether good. Such reactions, though understandable, cannot be part of the statesmanship which must guide us into a new order. That statesmanship will conserve the best of the old and weave it into the new. SPENCER ERVIN

BOTH

. . . our cultural background furnishes reasons for believing that we might devise plans for public and private collaboration. —EDUARD C. LINDEMAN.

In the fuller realization of that type of economy (planned economy), the stubborn heritage of American civilization must be kept in mind. Planning cannot ignore the human elements in the situation—the traditions of personal liberty (though often violated,) the inventiveness and experimenting spirit of individuals, long-continued institutions of local government, ways of living, standards of life, and easygoing democracy of customs. It must conserve the dynamics of enterprise which has been so marked in the conquest of this continent.—*Charles A. Beard.*

Here an observation forces itself upon me, that in general, the further any measure is carried from the people, the less their interests are attended to.—*The Journal of William Maclay.*

DEBATING is a defective method. It is appropriate, perhaps, in courts of law where absolute conceptions of right and wrong prevail. Actual experience in the day to day flow of life knows few, if any, absolutes. When we ask people to assume absolute positions with respect to controversial situations we must realize that we are asking them to make intellectual choices which they cannot validate in actual behavior. This is a doubtful procedure: experience continues to be graded, relative, and flexible, whereas ideas about experience tend to become absolute and fixed; the two poles of experience, namely thought and action, are thus driven farther and farther apart, and if the separation proceeds sufficiently, experience will ultimately become a denial of thought. It would be simple and perhaps satisfying if we could go forward by making either/or choices, but however that may be, plain common sense (as well as scientific sense) tells us that the world we happen to live in is not constructed that way. Ours, for good or ill, is a relative world in which nothing remains definitely true for long. It is a mutable world which, apparently, isn't finished. And, so far as human affairs go, it is a world which tends to become increasingly dynamic. Nevertheless, debating serves a useful purpose: it helps certain people to clarify their ideas; one of the best devices for thought-clarification is to polarize conceptions, that is, to push them to their logical extremes. This represents a useful dialectical exercise, provided those in controversy do not assume that they will act on the basis of either of the heightened extremes; that is, so long as they realize that what they are doing is intellectualism and cannot be duplicated in overt experience. Unfortunately, most debaters, and still more unfortunately, most listeners to debates, come away with their prejudices and biases strengthened and reenforced; the usual outcome is to increase the number and intensity of their blindspots.

THE foregoing and tedious introduction is simply my way of saying that I do not wish to discuss the essays of Messrs. Winchester and Ervin as contributions to a debate, except to say that from the debating point of view Mr. Winchester certainly holds most of the trump cards. He argues from the standpoint of fact, of immediacy, of practicality; those against whom his shafts are sent are already on the run; power in present-day social work is now in the hands of public officials. Besides, Mr. Winchester sounds enthusiastic; he makes his cause seem both adventurous and courageous. And, finally, he presents arguments which are forceful and telling and which are not adequately refuted by Mr. Ervin's rejoinder. Thus, in terms of debating technique, Mr. Winchester wins.

When he steps down from the spot-lighted dais of debate, from the romantic land of Either/Or, and into the dimmer atmosphere of realistic experience, Mr. Winchester's high colors begin to lose some of their charm. And, by contrast, Mr. Ervin, who has thus far remained somewhat in the background, and has spoken so softly and so hesitatingly, moves forward. What he has said seems apologetic, backward-looking, conservative and many, no doubt, have not heard him through. Some, I know, have listened, at least with one ear, if only to catch a morsel of conservatism at which to scoff. There may be a few who have not fallen into the arms of either Scylla or Charybdis, who have not assumed absolute positions with respect to public versus private social work and to these some words spoken in tolerance may be appropriate.

It seems to me, wholly clear that equalized taxation is the just and sound method for carrying the costs of social services. Also, it seems to me both fair and imperative that we find ways of redistributing our national wealth; taxation for public services is one of the ways this may be accomplished. Finally, it seems to me that those who contend for the continuation of private social work by insisting upon their righteousness, their inventiveness, their efficiency, and their generalized superiority over the public servant are performing a distinct disservice to their profession and to the country. In brief, it seems to me inevitable that the government shall in the future assume the major responsibilities for social welfare. I do not favor public social work, however, simply because it seems inevitable. Being a pragmatically minded person, I strive to make the inevitable also desirable. This cannot be done, so I believe, by accepting Mr. Winchester's program of rapid and permanent assumption on the part of government of all social services. Most of the affirmations which I shall introduce later in an attempt to modify Mr. Winchester's position are drawn from my conception of the nature of American life and culture. Perhaps it is slightly more meaningful to say that my interpretation purports to remain close to cultural reality. Always my striving is for true choices, decisions upon which people can actually base their conduct. This, it seems to me, is not merely sound logic but also the pathway toward mental health.

If the past experiences in American "crowd-mindedness" are to be taken as a guide, the present trend toward public services may be suddenly reversed. In fact, it is entirely likely that President Roosevelt will be succeeded by a Republican. Does any one with a grain of realistic sense believe that the succeeding Republican administration will continue the public services initiated by the Democrats? What will happen in Washington when the Republicans move in and the Democrats move out will resemble a military evacuation. But, suppose for a moment that Roosevelt is sufficiently successful to remain in power for two terms; who is then likely to succeed him? If the New Deal has been moderately successful, his successor will be a Democrat who is more conservative. If the New Deal is not so successful, a Republican president of decidedly conservative tendencies will be the successor. In any case, the likelihood is that there will be a reaction. In fact, the reaction against large expenditures of public funds will probably set in the moment the general feeling arises that the so-called depression is over. The underlying philosophy of Americans has not been changed in a fundamental manner. Cultural changes do not come about so easily. Most of the changes which point in the direction of public welfare have been actuated by fear or by the belief in temporary emergency. These are not incentives to be trusted. The strategy of statesmanship is, not to expand these services too far and thus cause a sharp reaction, but rather to consolidate certain gains, to see that public social work is effectively performed, and above all, to forestall the formation of political bureaucracies.

THE term "planned economy" is beginning to serve the function of a gospel symbol to many. I should, perhaps, assume my share of responsibility as a publicist for popularizing this concept because I have so long and so consistently spoken in its behalf. However, those who claim too much for economic planning will become its liabilities. The term "planning" is not a magic formula of redemption; on the contrary, its main implication is hard work. Let us suppose that one of the social aims of a planned economy is to provide basic economic security to those who are prepared to work. Does this mean, as Mr. Winchester seems to infer, immediate elimination of social unadjustments? It seems to be patent that many of our present forms of unadjustment would disappear if society as a whole would absorb the risks of unemployment, sickness, accident, and old age. But, it seems to me equally clear that new forms of unadjustment would arise under the dispensation of security. The highest level of professional social work will be reached when the social worker is freed from the mechanical task of furnishing food, clothing and shelter to those in distress and is allowed to function on behalf of the adjustments of personality to a changing society. It is my opinion that the need for this higher type of social work will increase in proportion as society itself becomes more dynamic. But I do not believe that this higher form of social work should be controlled solely by whatever political party happens to be in power. However enticing dictatorships may seem to others, and however necessary they may appear to be in certain crises, it is my firm belief that the only form of government which is likely to endure for long is one which allows for continuing interaction between the private citizen and the employes of the state. In the United States particularly, it seems to me that our cultural background furnishes reasons for believing that we might devise plans for public and private collaboration. Mr. Ervin makes an excellent point in this connection. He indicates that, under a thorough-going public control of social work, instances of social unadjustment would need to be defined by statutory law. The social worker would then be limited by the phraseology of the statute. Illustrations of this stratification and stereotyping of social service have already come to light under emergency relief. In some localities, and the tendency is toward expansion of the idea, applicants for relief must take "pauper's" oaths and sign an affidavit guaranteeing their dependence. The price exacted by government for securing relief is legal admission of pauperism. The consequences of such procedures to personality are in themselves shocking to say nothing of the social results of a legally-constituted class of paupers subsisting at the mercy of affidavit-taking social workers who, in turn, are dependent upon the shifting fortunes of politics.

The only antidote for mechanized social work as well as for bureaucratic government is participating citizenship. Otherwise, dictatorship is the solution for all our problems. Under a dictatorship, either of an individual or a bureaucracy, all of the norms of life may be set from above and all the citizens may be coerced into obedience. The American people have, however, enjoyed some experience with the democratic way of life, and I do not believe that they will readily submit to wholesale regimentation. Dictatorships may succeed very well among people who have had no experiences in freedom and self-government. Those who wish to lead us in this direction seem to me to overlook entirely "the stubborn heritage of American civilization."

Our cultural background seems to me to point toward a future plan of social work which consists of collaboration between governmental agencies, private institutions and organizations, professionally-trained social workers, their clients, and socially minded laymen. On the side of finances, governmental units should assume all, or at least a major portion of responsibility. Policy-making should be in the control of groups of professional social workers, clients and laymen, and not in the hands of a few government employes nor of legislative bodies. Experience has demonstrated that such collaboration is not merely feasible but is also highly effective. Many of our state institutions are financed through taxation, managed by trained personnel and controlled in policy by lay boards. It is precisely in such institutions that politics has played a lesser role. And, it is in such institutions that experimentation has been allowed to flourish.

IF we are to travel in the direction indicated above, the terms of the current debate will need to be altered. Our real question should be stated: Public *and* Private, not Public *versus* Private social work. The proper aim is to eliminate charity, not to divorce the private citizen from interest or responsibility respecting the social problem. Mr. Ervin seems to think that those who exercise charity are thereby benefited. Perhaps so, but let them seek the larger benefits of participating citizenship; let them see that there are still greater opportunities for personal growth in social collaboration. And, by all means, help them to see how often charity becomes the shield which obstructs justice. I can foresee the time when every socially minded citizen will be able to demonstrate his sense of social responsibility by aiding in the just administration of material relief, of old-age pensions, of health-insurance schemes, of unemployment insurance, of proper care for defectives and delinquents, and of services designed to deal with the more subtle forms of human unadjustment which ought always to remain the private concern of the client and his professional consultant. We might, all of us, hasten this achievement if we turned some of the energy which is now devoted to debating and unrealistic wishing in the direction of true social planning.

EDUARD C. LINDEMAN

Nerves

By GERTRUDE SPRINGER

What can the relief worker do about:

The girl of fourteen who flatly refuses to go to school in the second-hand clothes that are provided for her?

The man who swears he will kill himself and his family unless he gets a job within twenty-four hours,—"and he's just the kind who might"?

The woman who won't see a doctor and whose husband reports that she cries all night and he's afraid for the children?

"SHE'S a stubborn, ungrateful, little piece who ought to have a good spanking," snapped the home visitor.

"No doubt about it," Miss Bailey agreed amiably. "But fourteen is too old to spank and too young to throw away. So then what?"

"Well, don't ask me to give in to her. We've given her as good clothes as we have, and if she doesn't want to wear them to school I'd put the truant officer on her. Serve her right."

"That's an idea. But I wonder—. Just exactly what are the clothes that have so upset her?"

A too-tight coat and black cotton stockings were, it seemed, at the root of fourteen-year-old Carrie's rebellion.

"Cotton stockings?" Miss Bailey interrupted. "Are we really trying in this day and age to make young girls wear them?"

"They're perfectly good stockings, and she ought to be grateful she has any kind of a coat at all. Instead she fights me every inch of the way. Says I'm just an old maid. She's getting the whole family turned against me."

Miss Bailey was silent for a moment and when she spoke her voice had a new edge.

"And so, to make Carrie grateful for benefits she hates you're willing to upset the whole family. Do you think it's worth it?"

The visitor did, most emphatically. Suppose she did stir around with the clothing committee to find a coat that fitted the girl's over-developed figure; it would just be something else next time. As for the cotton stockings the committee had had a big donation and somebody had to wear them.

"But there are plenty of older women who don't care. Why make them an issue with Carrie? I'm sure the committee has other kinds of stockings."

"What if it has? Why should we give in to this girl's stubbornness?"

"Because it takes two to make a fight, even when it's about nothing. Now don't flare up at me," Miss Bailey's voice was smooth again. "I'll not ask you to back down, but don't you think yourself that someone who doesn't represent conflict to our young lady might be better able to straighten out her kinks?"

"You mean you'll put another visitor on the case?"

"Certainly not. But what do we have volunteers for if not to help us on kinky Carries and the like? Why don't you tell Carrie that while you can't do anything about her clothes you know a girl who might be able to, at least who'll try. Meantime I'll get hold of that nice Dunlap girl who was so good with Mamie Johnson. She's young and cheerful and can unstiffen young Carrie's back if anyone can. Even fourteen can't call Margaret Dunlap an old maid. She'll have time, as we haven't, to get at what's back of this fretting over clothes and to help the child fix up her things so that they give her some satisfaction. You know it isn't usually their second-handedness that makes the girls in relief families hate the donated clothes, it's the lack of choice that they represent. And of course so few of the girls or their mothers have any skill in refitting them and making them look like something. And clothes matter so terribly at fourteen.

"I wonder if you couldn't wangle just one pair of decent silk stockings out of the committee for Carrie?" Miss Bailey was watching her step. "It would break the ice for Margaret Dunlap without letting you down at all. But your own judgment is best on that. Of course you have too much sense to quarrel with an adolescent girl.

"And I wish," quoth Miss Bailey to herself as the door closed behind her visitor, "that I were as sure of that as I sound."

COOL common sense and its twin sister, a sense of proportion, are, it appears, increasingly necessary equipment for relief work these days when long stress has drained the nervous reserves of workers and clients alike.

"Girls and boys who have come up to adolescence in families who are under the strain of relief routines are having an exceptionally hard time of it," says a supervisor in a Midwest city. "I've dealt with adolescents all my life, but the present crop has a positive genius for getting everybody by the ears. There's no use telling the workers to keep clear of the youngsters in the family. The youngsters won't let them. And the moment there is an active conflict set up, the worker is done for. Maybe Mama can't do anything with Mary herself, but let the worker try it and Mama is all on Mary's side. We try to avoid issues that give adolescent resistance a chance to build itself up. We give ground over small things—and with girls it's usually clothes—rather than to start a fight which might jeopardize our relationship with the family. It's hard on the workers to have to go along in situations where a good hard smack seems indicated, but in the long run it's easier. Occasionally we are able to relieve tensions by getting a volunteer on the job, but it has to be a very special volunteer, neither highhat nor sentimental, who understands youthful emotion and has the skill and imagination to find outlets for the adolescent ego other than conflicts with the relief worker."

But while adolescent nerves are trying on tempers, adult nerves often present situations so acute as to stagger workers who find no rule in the book for dealing with them.

"I don't suppose there's anything we dread so much as a suicide in one of our families," says a city supervisor of long experience, "and never a week passes that we do not have a threat of it. At first our new workers were thrown into panic when a client announced that he proposed to kill himself,

called the police or an ambulance or something. But they have learned to size up these threats and to judge between what is a desire for attention and what is an expression of deep despair. But just the same we watch these cases like hawks. The increasing numbers of those who take that way out show us that the answer cannot be a nonchalant, 'If he talks about it he won't do it.'

"We have a standing rule that any suicide threat must be reported immediately to this office. Not that we can do anything more about it than the worker can, but it is a help to her to share the responsibility. Apart from that we haven't any rules but move as each case indicates. A good deal depends on the kind of worker on the case. If she is calm and unflurried we are apt to keep hands off, but if she is nervous and jumpy we often take another tack. Usually we have the disturbed client come to the office to see a worker of tested poise and understanding who has time and skill enough to get him to unburden himself. Even the activity represented by the promise that 'someone who understands nerves wants to talk things over with you' will buoy up an overwrought client. And believe me, we keep every promise of that kind."

"IN our relationships with over-strained clients few things are as important, it seems to me, as this business of promises. No one knows better than I do how hard it is, given our load of work, to keep promises. Ordinarily we avoid breaking them by the simple expedient of not making them. But with a client in a tense nervous state a promise, made and kept, may often serve as an important part of the treatment by which the worker helps the troubled person over a critical emotional situation. Of course some of our not-so-bright workers, in spite of everything we can say, toss off impossible promises promiscuously and leave a trail of hard feelings behind them. But the good ones know better, and when they make a promise we realize that it is for a sound and definite purpose and back them up in keeping it at whatever cost in time and trouble.

"Only last week one of the visitors—and she isn't the excitable kind—called up to report that a man long on relief had told her that he had come to the end and that unless he got a job in twenty-four hours he would kill himself and his family and, she added, 'he's the kind who just might.' She told me why she thought so, and I had to agree that he 'just might.'

" 'What have you done about it?' I asked her.

" 'I've dated him to see you at the office at nine o'clock tomorrow morning, and I've promised him he won't have to wait,' she answered. 'And, though it's like telling 'em to eat cake, I've sent in tickets for the whole family to go to the movies tonight.'

"I'm not so sure about the movie tickets, but dating him for an interview with a 'higher-up' was a good idea. When he came I didn't urge him to talk about his feelings but about his work-record and then busied myself calling up several employers, pressing them for work for 'a very special man,' and wringing out one agreement to 'see what I can do, call me again tomorrow.'

"I wish I could say that I dug up a job for him and that everybody lived happily ever afterward. But it wasn't as easy as that. However the man hasn't killed himself yet. He comes in every day or two by appointment, and gradually he has relaxed and talked. But if we can't turn up a job pretty soon. . . ."

Crises, disturbing as they are, are not as distressing, say the workers, as slow disintegration under the cumulative strain of insecurity and loss of confidence.

"If mass relief has proved anything," says a supervisor in a western city, "it's the truth of the old saw that man does not live by bread alone. We feed and clothe these people as best we can, and until there is a serious blow-up we assume that they are all right. But once in a while we have a glimpse of what is happening to them. We have a case right now, the Foster family, who kept their stamina through two years of grocery-order relief. But several months ago Mrs. Foster began to lose interest in everything. We tried and tried to get her to see a doctor but she refused. She got lower and lower, but she insisted there wasn't anything the matter with her and there wasn't anything we could do about it. The other day the husband came to see me—said his wife cried and walked the floor all night and he was worried to leave her alone with the children.

"After I heard the whole story I didn't blame him. I was worried too. The woman was simply crushed with discouragement, and rarely have I felt more helpless. We agreed that a doctor wasn't perhaps what she most needed and that instead of nagging her further about it we would all try to put something in her life a little more interesting than a grocery order. Perhaps the mothers' club she used to belong to would help; perhaps some old neighborly contacts could be revived. The husband agreed to be more determinedly confident about his future, and to find reasons for his wife to get out more. The worker agreed to give more time to her weekly calls and to make them leisurely, friendly visits and not routine check-ups. I agreed to find some movie tickets and to fix up some kind of a country outing to offer her with the first spring weather. And we wouldn't any of us try to drive her into anything.

"I don't know how it will turn out. It all seems pretty futile in the face of her profound discouragement. Cash relief with its incentive to personal management would be a tonic for that woman and a job for her husband would be her cure."

Strictly speaking the personal problems of families are, say the supervisors, beyond the responsibility of the emergency relief worker who cannot possibly keep a man from killing himself or force a doctor on an overwrought woman. "But she would not be the person for the job if she were not sensitive to these situations and did not respond when troubled people turn to her for help, often with obscure, defensive gestures. With conditions as they are, about the only help we can give in an emotional crisis is our own time, time to listen and to understand. We cannot solve these people's problems but we can give them such comfort and release as comes from unburdening themselves to a quiet receptive listener."

THE routines of mass relief, long endured, have imposed heavy strains on the nerves of both workers and clients. Bona fide situations testing patience and understanding are here discussed by experienced supervisors from different parts of the country. This is the fifteenth article in this series, all of which are now available in two pamphlets, Miss Bailey Says . . . (see page 174). Next month, When Clients Are Set in Their Ways.

The Poormaster Meets Uncle Sam

By L. JOSEPHINE WEBSTER

Director of Social Work Supervision, Unemployment Emergency Relief, Vermont

"START with Mr. Tudhope," said the state director of Unemployment Emergency Relief Work when I asked for a not-too-bad overseer for my first visit.

"Do you think I'd better phone and tell him I'm coming?" "Oh, no, he'll be on the farm somewhere." And there he was on his porch, gun in hand as though some protecting spirit had warned him that the arm of Uncle Sam was reaching out even to that ancient institution, the Vermont town overseer of the poor.

Slowly Mr. Tudhope read and reread my letter of introduction from the official well known to him as state commissioner of public welfare:

> This is to certify that the bearer of this letter is employed by the Federal Relief Administration for the purpose of doing social-welfare work among the families who are receiving relief from the towns which have been reimbursed by the Federal Relief Administration and I ask that all courtesies be extended to her by the overseers of the poor and the selectmen.

"We'd better go down to the village and see the clerk," said Mr. Tudhope, evidently feeling the need of a friend. As we entered the village street he called to a passer-by, "Hi, John, here's a woman come to help us work that example we couldn't do last night."

In the clerk's stuffy office we went over the list of families receiving town help, attempting to separate the chronic poor from victims of the depression.

"Now here's Tom Slater," read Mr. Tudhope from the order book, his only town record of poor relief. "I'll be honest with you, he's a regular."

Mr. Tudhope and the clerk listened to my explanation of the regulations governing federal relief—that it must be given only when needed and must be adequate to prevent suffering. There is little danger that a town overseer who knows everything about everybody will give from town funds where there is no need. But adequacy, as I learned, is another matter and varies with the personalities of the 248 overseers of the poor in this state of 359,000 people.

Many of the town-poor live on remote back hills. Sometimes even the Ford had to be abandoned and the last lap of the journey made on foot. Rents are not a large item in the budget. Five dollars a month in rural districts is not unusual. Often an abandoned farm is thrown in with the house, but not the kind of farm the administration is favoring for subsistence homesteads. Frequently a little red schoolhouse, no longer serving its original purpose, shelters a dependent family.

Our approach to families is simple and direct. "The government sent me to see you. It is concerned about the hard times you have been having and is working to get employment for everybody. Meanwhile it wants to know the conditions and to prevent suffering as far as possible." The response is always friendly. One hears, "That's nice of the government. I should think it would want to know." Then a brief record and a weekly budget of income and needs are filled in with the help of the family. Special note is made of physical disabilities.

Even this short-time contact has brought to the social worker a deep appreciation of the patience and courage of these families. Complaints are few. "I know the government is doing the best it can," said one. "I know we don't get what we ought to have to eat," said another, "but I reckon we're lucky if we don't go hungry."

Sometimes little gifts are pressed on the worker, a slip of some cherished plant, a red geranium blossoming in a tin can, a rosy cheeked apple. One little woman said timidly, "I have something kinder nice I'd like to show you." Eagerly she produced from her top bureau drawer a bit of carved bone brought to her years ago from China, which she wished to sell. Unfortunately the cherished object only brought $3 but let the little woman's letter speak for itself:

> You don't know how thankful I am for that three dollars. I had my husband put it in his pocketbook and he says he's rich. I thank you ever so much for selling that piece because that money sure comes in handy. I haven't even seen as much as that since my husband stopped working in the stoneshed three years ago.
>
> There's a kind of herb that I read about that cures anemia and I guess I'll take some of that money and send away for it. If I can cure my husband with it he won't have to sit and stew and fret.

Just as a footnote: liver was supplied for the anemic husband and for weeks a sixteen-year-old son brought home real money from a real job under CWA.

ONE of the surprising things in this dairy state is the lack of milk in the diet of families on relief. Here, where milk can often be purchased for five cents a quart, we found many families with little children doing without it. Mothers were nursing babies long past the nursing period because they were unable to get cow's milk for them. One village which was providing no milk for dependent children was sending to Boston, from its town-farm, quantities of milk for which it was receiving less than three cents a quart. In this same town 25 percent of the expenditures for relief went last year for medical care, a situation which made it easy to talk proper diets as an economy measure.

After certain sample families are visited the social worker gets acquainted with that part of the community which is interested in welfare activities, the Red Cross, Parent-Teacher organizations, King's Daughters, teachers, physicians, clergymen and so on. Always there is some organization to pin to, perhaps only the Ladies Aid of a federated church struggling with social problems too complex for it. Usually they welcome an opportunity to talk over their puzzles.

Probably the most important of all is the next step, the return to the overseer to talk over with him the families visited and to show him how his relief-giving compares with state and federal standards. The Vermont overseer has been a rule unto himself for there is no law for state supervision of the manner in which he performs his duties.

Most of the overseers are elected in the faith that they will save town money and only rarely are social factors an element in their choice. They must be hard-headed men who will not be taken in by "the unworthy poor." In normal times the job was a small side issue, paying perhaps $25 annually, with few applications for relief to interrupt the overseer in his regular

business of making a living. Any able-bodied adult who asked for relief must, it was assumed, be a shiftless ne'er-do-well. Hence the defense weapons of the poormaster—the poor-farm threat, the harsh tone, the scowl and the hard-of-hearing ears.

But now the situation has changed. The "pauper lists" have rolled up. State and federal statistics and reports are required. State and federal standards are set up. Meantime citizens struggling to pay taxes on unprofitable farms scrutinize each town expenditure more than ever. The overseer's troubles are increased a hundredfold though his scanty salary remains the same. To such an harassed official the social worker goes with new requirements and suggestions. He perhaps has heard that a woman is coming around to "check up" on him. How is she received? Strangely enough in this stronghold of individualism, with, usually, more friendliness than not.

"I don't want any dictation from Montpelier or from Washington," has been heard only twice. Of course the overseer is braced for admonitions and new-fangled notions. But if the newcomer takes the passive role, makes of herself a sympathetic and understanding listener, he soon relaxes. True she comes with certain curious standards of relief-giving, but back of her he often shrewdly senses a bulwark against the criticism of his neighbors.

"Would you say my grocery orders aren't right?"

"Not quite," says the social worker, pointing to the standard budget sheets.

"Then will you write that in a letter that I can show to these women who have been complaining about me?"

And again. "You say that family should have four quarts of milk? All right, I'll tell folks you said I had to do it."

When a turn of sciatica obliged the field worker to give up for a time the long, hard driving she took up headquarters at the state Capitol and sent word to the overseers of her district to bring in their town order-books. It was immediately evident that the setting of the Senate Chamber, where conferences were held, added prestige and importance to the proceedings. The overseers made notes of things to be done for their families—the Sherman house to be repaired for winter habitation, milk for the Jones' children, another stove for the Boyers, a sanitary water supply for the Harrisons.

Sometimes the social worker trained to understand human relations is startled by the insight of a town official and his ability to state complex problems in simple language.

"The first day we gave Tom Smith a job on Civil Works he got dead drunk. But I figured out he was just scared. You see he'd been in the poor-farm for over a year. He felt safe there and he didn't have much to do, so he got soft. Then we put him out to work on the road and it was too much for him. Reckon we'd best give him another chance."

That this colonial system of poor relief administration does not unaided meet the need of today is becoming apparent even to the overseers.

"They couldn't give me this job another year if they tried," says one, and from another, "This isn't the way to do it. There ought to be someone who knows how, with plenty of time."

And so the arm of Uncle Sam is reaching out even to the most isolated towns and unorganized "gores" of this small state. Seven social workers, the best that could be found, are serving its fourteen counties and finding it the most challenging job they have ever known. What can be accomplished now and what can be carried over into the future depends to a large extent upon the time element and, as we know so well, upon the social workers' skill in casework, not so much with families perhaps as with officials and communities.

Mike Takes His Pen in Hand

By ESTHER M. TAYLOR

HAVE you heard from Mike Cassidy? We'll say we have, we of the Family Society. One day it's a note from Hizzoner the Mayor:

This is to introduce an old schoolmate, Mike Cassidy, who is ill and needs help. Please look into his case.

Clipped to the stiff official letterhead is a shabby little note:

Mr. Mayor—dear Bill: This is Mike Cassidy your old schoolmate who needs help. . . .

The next day the letter is from a banker who explains that Mike was a jolly old boy who served him well in bygone days when he was a bartender at the 400 Club. Attached is another shabby note:

This is from Mike Cassidy who used to mix your favorite gin-rickey. . . .

Day by day, by way of Mike's reminders, we social workers have become acquainted with the drinking habits of most of our leading citizens, this one liked his whiskey straight, that one liked just a dash of something or other in his julep, and so on. Mike, though his bartending days ended in 1920, has never forgotten a customer.

The 400 Club didn't incontinently fire Mike when prohibition came. It tried to fit him into a number of jobs only to discover that the boisterous good nature that made him the perfect barkeep concealed a small-boy mentality. So, reluctantly, after years, it let him go.

Before long Mike's temperament and his varicose veins made him completely dependent on the community. The Family Society went to work as usual, bringing in regular resources of church, school, clinics and so on. But that didn't satisfy Mike. He had plenty of time on his hands and he developed positive genius as a letter-writer. At first the response was personal and, we suspect, generous. But presently the letters, each with its intimate touch, began to come through to the Society. "Does Mr. Oldfamily remember that bottle of whiskey he left with Mike to protect from the wife?" "Does the Colonel remember how he never liked ice in his drinks?"

Little does Mike realize what an opportunity his intimacy with the rich and great has given the Family Society. Every one of his missives that falls into our hands spells a chance to put before a prominent citizen a clear picture of the way the Society works and a definite report on a case. Mike has given us the peg on which we have hung one of the best little pieces of "education of our public" that we've ever done. He has enabled us to show the society in action to some of our most influential citizens to whom we had never been able to penetrate.

What do we care if Mike runs us ragged spending the rent money for patent medicine and the rubber stockings that the doctor has banned? We're getting his wife and children on their feet and the "best people," Mike's old patrons, know and appreciate it.

Mike is still writing letters to the members of the important and exclusive 400 Club. But on the all but sacred bulletin-board now hangs this notice:

Have you heard from Mike Cassidy? If so better call the Family Society before answering.

Uncle Sam and Sickness Bills

By MARY ROSS

As depression widened and deepened it became obvious that public medical services plus private philanthropy plus the individual generosity of the private doctors could not sustain the burden of medical care for the old and the new poor. In June 1933, within its first few weeks of existence, the Federal Emergency Relief Administration authorized use of federal relief grants for medical attendance and supplies for relief families. Early in September came FERA Rules and Regulations No. 7, further specifying ways and means (see Survey Midmonthly, October 1933, p. 351: Uncle Sam and Medical Relief, by H. Jackson Davis, M.D.) Federal action followed arrangements worked out by medical societies and relief administrators in many communities to spread the burden over a group of volunteer doctors; state action under the Temporary Emergency Relief Administration of New York State, where the Wicks Act had included medical care as one of the necessities of life to be provided for relief families; and extensive trial, supported by state relief funds, of a plan for New York City worked out by a committee of the Welfare Council representing the Home Relief Bureau, the Departments of Health and Hospitals, the Academy of Medicine, the five county medical societies and the visiting nurse associations of the five boroughs (see Survey Midmonthly, February 1933, p. 66; April 1933, p. 155: Where Relief Includes Medical Care, by H. Jackson Davis, M.D.)

The essence of the federal order is an arrangement between the relief administrations and the organized medical, dental and nursing professions to maintain during the emergency the *traditional* relationships of doctor, dentist, nurse and patient—to provide for relief clients the same kind of service that the professions would give to a private patient to the minimum extent consistent with "good professional judgment." Payment to doctors and dentists is authorized "on the basis of an appreciable reduction from the prevailing minimum charges" in a community; for nursing visits, the rate must not exceed the cost established by accredited visiting-nursing organizations. Service in the patient's home or the doctor's office is authorized for care of acute and chronic illness, obstetrical care, and emergency dental service. All these are given only as a *supplement* to existing hospital, clinic and other services for the indigent; in no case may federal funds be used for reimbursement of hospital and clinic costs. Contrary to a persistent misconception, the federal government has *not* appropriated funds for medical care; what it has done is to authorize reimbursement from the general relief funds for medical expenditures incurred under these rules for relief clients. Whether or not medical service actually is provided depends upon the policies, means and interest of the state and local relief administrations.

By December 1933 all but two of the states were reporting to the FERA expenditures for medical care under Rules No. 7. About a dozen have filed state plans, while others are known to have them in action or process. Amounts for which reimbursement from federal relief funds was asked ran from a few hundreds a month (in one state $162) to as much as $115,000 in another. The average in November, the last month for which detailed figures are yet available, was about 30 cents per month per relief family. Up to the end of 1933 there had been comparatively little increase in the use of federal funds for medical care, though later figures probably will show a jump as several large states, including Pennsylvania, have swung into action. For July 1933, the first month in which this item was authorized, the amount reported was $921,402; in August, $991,165; then subsequent months dropped till November, which reached almost precisely the August figure, while December crossed the million mark to $1,050,696. None of these figures include expenditures in the states and local communities under established private and public services for the sick poor; nor medical service given under the Civil Works projects, in which in February Harry L. Hopkins estimated that some five to ten thousand nurses and three thousand physicians were employed; nor the unpaid care provided by private physicians. Medical Economics, a business magazine for doctors, recently estimated from replies to a questionnaire that unpaid services of doctors in hospitals, clinics and private practice have been running at an average value of about $1 million a day! Up to the present time, therefore, provision of medical care through relief funds in general has been only a drop in the bucket of the whole amount of medical relief provided publicly and privately. The FERA is considering the appointment of a federal medical coordinator through whose efforts more states and local communities may be interested to develop the plan. So far all initiative has rested on the state and local relief administrations, which have been beset by many demands on their attention and on their limited funds.

Even so in many communities where organization has been rapid and in New York State, which could go ahead fast because of its prior work, service under No. 7 has been a substantial help to patients and doctors, especially in rural districts. During 1933 state and local expenditures for medical care of TERA cases in New York State amounted to $1,157,165.38. In the cities of more than 100,000 population, the average was $2.25 per relief family; in the next smaller cities the amounts per family rose to $3.93; for cities under 25,000 to $7.99; and in the counties to $13.20. These figures would seem to show that the plan has worked as it was intended—as a supplement to organized medical services—and has helped most where these were few or lacking. It is not difficult to see why use of the plan has not progressed more rapidly in states where average relief benefits to destitute families are five, six or seven dollars a month. As one local relief administrator in Arizona reported sadly, "If you had $2.03 a month a person for food and everything else, how much of that would you spend for medical care?"

Regardless of its applied effectiveness, Federal Rules and Regulations No. 7 opens up a number of policies of the utmost importance for future planning. Through it Uncle Sam declares that medical care is a necessity to be classed with shelter, food and clothing and a just charge on public funds for people who cannot purchase care for themselves. This is an extension

of a principle heretofore observed by most public authorities only in grave emergencies of illness or in certain kinds of illness. In paying the physician, No. 7 breaks away from the outworn tradition held officially by the organized medical profession and unconsciously by the public: that charity is the solution of the problem of the sick poor. In the light of hard times it has been impossible to escape a conclusion true even in prosperous days: that the hit and miss method of charitable care of the sick is unfair to those who give the care, to those who receive it, and to those who can pay and necessarily must pay more if their doctors are obligated to give large amounts of unpaid time to others.

In dealing with organized groups concerned with medical service and in making them responsible for professional advice and systematic cooperation within the bounds set by public policy, the order sets up an important experiment in methods. Just such a policy, more extensively and specifically developed, is being pressed by Governor Lehman and other leaders in New York State as a solution of difficulties revealed by experience in another field of public responsibility for medical service —workmen's compensation.

This pouring of new wine into old bottles of the traditional relationships moreover is revealing cracks and gaps, some old and a few new, which must be the concern of future policies in medical care.

How, except by some more active application of federal policies and federal funds, can the poorer states and communities hope to apply the principles of the plan? For publicly supported medical care, as for public health and public education, federal encouragement and aid must be used if the neediest areas are not to be left out.

What of the hospitals and clinics? It is unreasonable to pay for care of the sick poor where there is no hospital or clinic, and perhaps in the next town to expect the hospitals and the profession to continue similar service without pay. It is unreasonable to pay doctors for office care of patients who might be treated more effectively in clinics and more economically, even if clinic doctors were paid. There is a hitch in procedures like those in New York City, where the doctor comes to the patient as long as he is too sick to leave his home, but must shunt him to the overcrowded clinics as soon as he is up and about. In the neighboring city of Philadelphia local interpretation of No. 7 gives the ambulant patient a choice of going to a clinic (where neither the clinic nor the doctor is recompensed) or to a private physician, who is paid. Such an arrangement puts on the patient a choice of treatment he is not equipped to make. It lays on the doctor an unfair responsibility to decide whether to keep a pay patient or refer him to some place perhaps better equipped to care for him.

WHAT of the many people who manage to keep off relief rolls but have no margin with which to meet illness? At the present time use of the federal order is limited in many places to people who receive food orders; families with earned incomes equally meager still must rely on public and private medical charity. As a result one sees wasteful procedures, as in New York City, where families call an ambulance just to get a doctor. In two months of 1933 the Visiting Nurse Service counted up 645 cases among their patients in which an ambulance was called to a patient who did not go to the hospital. Often the interne has not the training or experience that care of the case requires; his one visit is no solution if further visits are needed; and the cost of using ambulances as taxis, so to speak, would pay for many calls by an experienced physician.

What of the question of "free choice" of a physician? In mentioning the "traditional relationship" of doctor and patient, the order envisages the family physician. But often, especially in the large cities, these families have no family physician. In some places "free choice" has been interpreted to mean that a social worker or a nurse could not tell a sick person even the names of reputable physicians in the neighborhood, thus leaving the door open to unscrupulous and aggressive practitioners. A safer and fairer policy is such a one as has been used in New York City: if the sick person has no family physician, a doctor is called from a rotating list of physicians who have signified to the county medical society their willingness to serve. In the very rare case that a doctor on such a list is found to "chisel" or otherwise betray his trust, his name is dropped out.

IN general, plans, such as Rules No. 7 outline, have found no one in either relief or professional groups equipped to give supervision. Only four or five states have appointed a medical advisor, heeding the suggestion of the federal relief administrator that the state health officer might be requested to assign one or more members of his staff to the state relief administration to promote relationships and agreements between relief administrators and professional groups. Only the visiting-nurse associations are so organized as to give supervision of professional service. By the fact that visiting nurses are on salary and the organization, not the individual nurse, is reimbursed, they alone have been wholly free to judge the needs of a case on its professional merits, without thought as to whether or not a fee could be earned. In many cases committees of county medical societies have been appointed to consider questions of professional judgment or professional bills. These committees have done yeomen service. Such a field is one, however, in which physicians have had little experience, and it is a question as to how far responsibility should in fairness be laid on volunteer groups. The medical committee of the New York City Welfare Council recently declared that supervision of home medical care is desirable and could be obtained if the medical director and an assistant were made available by the Home Relief Bureau to visit in the homes and consult with physicians about treatment of patients. This committee agreed also that it would be desirable to extend the plan, as originally intended in New York City, to families of persons on work relief and, if possible, to families able to provide the other necessities of life but unable to pay for medical care.

In part the limitations of medical service of Rules and Regulations No. 7 arise from the emergency which called it into being. It would have been staggering, if not impossible, for any plan to have assumed all at once the costs and complications of a plan properly relating hospital, home and clinic care for all the people—whether on the relief rolls or not—who cannot pay for private care. Only by spreading costs over periods of time as well as over groups of people can such costs be met. An adequate plan also must be related to the going concerns of public health; with the present disastrous status of public-health appropriations in many cities, counties and even whole states, medical relief may have to bear a burden that public-health work could prevent more economically and humanely. The accomplishments under Rules No. 7 and the gaps that inevitably appear in any emergency effort to bridge over long standing lacks both point urgently to need for a fundamental reconsideration and planning for the use of all our instrumentalities of health.

Clients' Insurance

By EDWARD J. COLEMAN
County Department of Outdoor Relief, Milwaukee, Wisconsin

WHEN the relief load in Milwaukee County was at its peak of 37,995 cases in 1933 the Department of Outdoor Relief saw that some systematic plan had to be evolved to help clients realize on their insurance assets. Sixty percent of the relief families were carrying insurance, nine out of ten of them in the form of industrial policies, these constituting an asset which the average social worker, unversed in such technicalities as paid-up values, cash and loan values, extended insurance and so on, would not be apt to recognize. Occasional bulletins instructing the workers in maximum and minimum cash and loan values were not satisfactory for few cases were as simple as that and some of them presented problems intricate enough to tax the wit of an insurance expert.

Hence came the decision to establish an insurance division within the department where the head of every family on relief would be interviewed and an attempt made to retain or provide adequate insurance for him and his dependents. The struggles which a large percentage of families on relief have made and are still making to maintain what they consider adequate protection or savings in the form of life insurance is well known to social workers. They will not lightly discard what they have struggled so long to keep. It is only after a thorough explanation, proving that the equity in the policy will not be lost, that it is possible to make changes. Experience has shown however that a painstaking examination of these assets very frequently reveals considerable sums of money which can be secured for the client without leaving him unprotected.

By early March the Insurance Divisions, after thousands of interviews with local agents and with clients had completed adjustments by which 3743 families without dangerous reduction of protection received $246,428 net cash after provision for from six to twelve months of advance premium payments.

In a large number of the policies examined it was found that premiums had been paid long enough to make them self-sustaining for several years without further cash payments. In many more, some 50 percent of the policies in fact, it was necessary only to change the plan of insurance to a less expensive type and to request a cash allowance from the company's home office. Many of the relief families interviewed had no record whatever of premium payments of policies and information about them had to be secured from local insurance offices. Others assured the interviewer that their policies had lapsed and were so much waste paper. Yet in a large number of these cases substantial sums were recovered, through the advice and service of the Insurance Division, with the cooperation of the Life Insurance Adjustment Bureau of New York. But the most significant results have been obtained in the adjustments that permit an advance payment on insurance retained while yielding considerable cash for current needs.

Take for instance the case of John Smith who in March was carrying eight policies on himself, his wife and four children. The premium on his own policy, a $2000 twenty-year endowment, had not been paid since August 1932. Five of the other policies had lapsed in January 1933 and two in November 1931. Mr. Smith's policy was changed to a $1000 straight life with an allowance that carried the premiums for a year. Mrs. Smith's $500 endowment was revived as a $200 straight life with a five cent weekly premium and a cash refund of $67. On a five-cent policy, four years old, $7 was paid. The five policies on the children were revived and adjusted, the upshot of the whole transaction being that from what had seemed like lost assets the family had adequate insurance coverage with premiums paid a year in advance and $138 in cash.

Social workers to whom adjustments of this sort seem technical and intricate should possess themselves of the Handbook for Social Workers prepared by the Life Insurance Adjustment Bureau, 450 Seventh Avenue, New York, which explains a service maintained jointly by the three companies which carry 85 percent of all industrial policies in the country estimated to number some 73 million.

THE question often arises as to how this acquisition of cash affects the family's relation to the relief agency. The cash is rarely enough to put the family out of economic danger or to remove the necessity for relief in some form. Experience has indicated that it is usually advisable to continue relief in a modified form and to continue regular home visits with such service as the family wants and needs. The most notable effect of cash in hand has been on morale. Many a man, finding a little money in his pocket has plucked up courage to renew the quest for a job, and has succeeded in finding it.

The decision to set up an insurance division in a relief agency must hinge on whether the volume of cases justifies the overhead. In small organizations where a regular division is not warranted one or two people might be delegated to these special duties. But in any case skilled and experienced interviewers are absolutely necessary for this work. It is also necessary that the field workers of the agency and the local representatives of the insurance companies should understand the plan and procedure and be kept fully informed of all developments. The confidence of the client is of the essence and the greatest care should be taken about making promises to him that are doubtful of fulfilment. Not every policy should be changed and care should be exercised in arriving at a recommendation. Chronic illness, advanced age or any other factor which would make reinsurance doubtful is sufficient reason to leave policies as they are.

At the present time the Insurance Division is securing an average of $25,000 a month insurance money for its clients. With the coming of CWA the service was extended to its men with the result that many of them secured substantial sums which were used to pay off debts and clear the ground for a fresh start.

THE COMMON WELFARE

The Real Fight Over Child Labor

"NOW you're going to see a fight. What we've done before was just a drop in the bucket." So a newspaper publisher, safeguarding the "right" of small boys to sell papers, warned a friend of the child labor amendment at the beginning of the 1934 legislative sessions. The anti-ratification campaign, organized by a curious assortment of political bedfellows, has more than justified the boast. The hastily formed Committee for the Protection of Home, Church, School and Family, the self-appointed Sentinels of the Republic, newspaper publishers, Roman Catholics, and prominent Republicans with Nicholas Murray Butler at their head, joined forces to "stop the amendment," which last year was approved in fourteen states. Tactics in New York State were typical of the kind of campaign waged. In news stories and in editorials the press played on fear and prejudice, creating the impression that the amendment is a child labor law and a "threat to the home." A few days before the hearing, set for April 11 and postponed to April 18, it became known that both resolutions (Democratic and Republican) had been secretly killed in Committee in the Assembly, one on February 27, the second on April 4. Not even the members who introduced the bills knew that action had been taken.

The National Child Labor Committee plans an intensive educational effort in the period between legislative sessions. In this it will have the cooperation of many groups, including the Non-partisan Committee of which Charles C. Burlingham is chairman. The committee holds that it is necessary first to give wider understanding to the fact that the proposed amendment is merely an enabling measure, not a child labor law. It will try to make the public realize the inadequacy of state child labor laws and will underscore our previous experience with federal child labor legislation. The record proves, the committee points out, that federal child labor legislation tends to be conservative, that it is successful in controlling the problem, that it does not require "a vast bureaucracy" for enforcement, and that it in no way affects the work of young people "helping out" at home or on the farm. The fact that two such federal laws were declared unconstitutional makes the amendment an essential first step toward such protection of young wage earners as the emergency recovery legislation has put into effect for a limited period.

Eight Thousand Nurses Must Be Right

ZEST and reach as well as magnitude marked the sessions of the biennial convention of the three national nursing organizations held in Washington the last week in April. The general theme of the meeting was The Changing Order and the Nurse. While technical and purely professional questions had their important place, it was the glint of that theme which caught the enthusiasm of the thousands who thronged the Washington Auditorium. Mrs. Franklin D. Roosevelt told of the public's confidence and hope in the nursing profession. C. Rufus Rorem, of the staff of the Julius Rosenwald Fund, spoke of ways through which public and profession could work to realize that hope more fully. Mr. Rorem urged better control of nursing to the end that a larger share of the nursing service in both hospital and home should be done by skilled graduates, not students in training or "practical" nurses; measures to remove private duty nursing from "the class of a luxury" by making it available by the hour or visit as well as by the day and week; and administration of nursing schools on an educational rather than "a commercial or emotional" basis, supported by taxation and contributions as are other professional schools and in turn requiring their students to support themselves while learning. "When the costs of nursing education are placed directly upon student nurses and the general public, the supply will tend to be self-limiting in relation to the demand," he said, checking the overproduction of nurses which now threatens the livelihood of all.

To that audience no person could have symbolized the coming era more fully than Annie L. Goodrich, dean of the Yale University School of Nursing, whose topic was the conference theme. The changing order, Miss Goodrich declared, makes demands on the nurse which are not only professional but also in terms of the wider social outlook and enriched personality which the conditions of that order open up to her. As in earlier years, this meeting of an organized profession was called by the American Nurses Association, the National League of Nursing Education and the National Organization for Public Health Nursing, bringing together more than eight thousand women who represented tens of thousands of others. More fully and explicitly than ever before they affirmed their common aim—the service of a profession to the community and thereby to progress.

Pro and Con Among the Doctors

GRAVE and gay are mingled in the past few weeks' news in the field of medical care. The good news is from Michigan. By a vote of 61 to 9 the House of Delegates of the Michigan State Medical Society has approved experimental trial of an inclusive plan for mutual health service. The plan is to cover wage earners with less than $1500 annual income and their families; its benefits are to include home and office care by the general practitioner; services of specialist and nurse at his recommendation; hospital care under prescribed conditions, including laboratory service, drugs and x-rays; and dental care. The cost is estimated at about $28 per person per year. A state-wide organization is projected, into whose units will be drawn representatives of all the professions concerned with medical care—physicians, dentists, nurses, pharmacists and hospital administrators. Provision is made to set aside a percentage of the funds received for postgraduate professional education with the aim of stimulating higher standards of medical care as well as a more adequate distribution of service. Particulars of organization and administration have been referred to a committee, which will report early in the autumn; it is anticipated that actual service then will start at once.

The grave news is from California, where the smouldering resentment of the Los Angeles County Medical Association (see Survey Graphic, April 1934, Public Health and Private Doctors, by Daisy Lee Worthington Worcester) has flared up to cause the expulsion from that body of Dr. Donald E. Ross and Dr. H. Clifford Loos. In 1929 these two physicians started the Ross-Loos Clinic; shortly after, the Clinic was asked by the employes of the city water and power department to provide medical service, for a stated monthly payment. This

proved so successful that one group after another of city employes, teachers and industrial workers came in till the Clinic now has a staff of 55 physicians and serves 15,000 subscribers and their dependents, in all some 45,000 people. Subscribers pay $2 a month which pays for complete medical service, including hospital care, and provides partial service to members of their families. After careful study the Committee on the Costs of Medical Care commending the excellence of the service, found that the members received, without recourse to charity, a far more adequate amount of care than is purchased individually by families of similar income and at lower average cost. The County Medical Association brought charges against Dr. Ross and Dr. Loos without notice and without giving them opportunity to call witnesses; the general tenor, vaguely specified, was unethical promotion of the Clinic by publicity. This the physicians deny. They are carrying the case on appeal to the council of the State Medical Association and if need be to the council of the American Medical Association. No friend of progress, within or without the medical profession, can afford to be indifferent to this organized attack on men who have demonstrated so admirably one way in which progress is made.

Help for the Schools

THOUSANDS of children "locked out" of school by the depression, thousands more penalized by shortened terms, overcrowded classes, out-of-date or insufficient teaching material and equipment was the picture that emerged from the hearings before the House Committee on Education, now available in printed form. Discussing the general topic of federal aid to education, a field in which eleven bills were introduced early in the present session, educators, public officials, teachers, leaders of various civic groups offered fact and opinion to the committee. Again and again it was brought out how, through the intervention of FERA, schools in impoverished districts were kept running during the past winter. A regular program of federal aid to education, was urged, not merely to tide over the emergency but to equalize the opportunity of the child in a well-to-do urban community and the child in an area of meager resources. Such a program would serve the purpose of the equalization fund by which New York and a few other states help iron out differences in opportunity as between school districts within the state. A sub-committee of the Committee on Education has been at work since the hearings, drafting legislation based on the material presented in this mass of responsible testimony. Its report has not been made public at this writing, though it is understood that it will be presented in time for action in the present session.

Forty Years of the Commons

CHICAGO Commons' Fellowships Throughout Forty Years is the title of a book Graham Taylor is at work upon. Its completion has been deferred until after the first week in May, which was filled with reunion meetings of groups active throughout the decades, fellowship dinners of present and former residents, Italian and community celebrations and the fortieth anniversary meeting itself. All the intimate human filaments that bind the settlement house on Grand Avenue in Chicago to its people will be gathered into a skein. One evening in April, the daughter and granddaughter of the neighbor who helped get the first Union Street house in order back in 1894 came to tell of their anticipation of the event. Professor Taylor had come on two years before to take the pioneer chair of social economics at Chicago Theological Seminary and here, to use the titles of his earlier books, he was to demonstrate Religion in Social Action and engage in Pioneering on Social Frontiers. Since then Chicago Commons has been in the thick of things and appropriately enough one of the anniversary speakers was Charles H. Dennis of the Chicago Daily News, who traced its civic influence. Equally significant has been its impress upon the settlement movement in the field of industrial relations. Here is one of the many messages expressive of the debt all of us owe to this outpost of the spirit of neighborhood:

Board and staff of Survey Associates join in greetings to you on the fortieth anniversary of Chicago Commons. One of our tap-roots was your national neighborhood periodical, bearing the settlement's name, which, merged with Charities, became The Survey; but the relationship from the start has been more than a matter of names. Throughout the years you have contributed work, time, writings and imagination which have given vitality and breadth of vision to the venture.

So it is as fellow-workers that we send these greetings at a time when your eighty-third birthday and the settlement's fortieth anniversary coincide. Under your leadership Chicago Commons has been a force for social progress in every changing phase of community life in the city and the Middle-West, and hence of the nation. Our greetings go to you and to Lea Taylor, who as head-worker reincarnates in a new decade the spirit of your pioneering in the early nineties.

The Unemployed Exhibit

MATERIAL evidence of how self-helpers help themselves was on exhibition in Washington last month in a collection of articles made by the unemployed in self-help associations and by subsistence homesteaders,—samples of what these people without money make and exchange among themselves in their effort to provide for their own needs. Under the auspices of the FERA and the Subsistence Homestead Division of the Department of the Interior products from fifty-four cooperative groups in twenty states and the Virgin Islands were shown. Here were tools made from scrap-iron, sturdy furniture from odds and ends of wood, clothing from meal, sugar and cement bags and preserved foods of many kinds.

If it did nothing else the exhibition demonstrated that the self-help movement is still very much alive, its critics to the contrary. To be sure a good deal of water has been squeezed out since its beginning with many associations weak in leadership, fallen by the wayside or degenerated to chiseling operations. But others have overcome innumerable obstacles and by exchanging services for goods have succeeded in providing their members with a major portion of their livelihood. Since last August the FERA has made grants totaling $745,274 to 180 self-help cooperatives to use as working capital. It estimates that about 50,000 persons are now engaged in some form of employment with these associations, many of them with ambitious plans for the future. The self-helpers themselves put the estimate as high as 300,000. It is to further plans for extending their operations throughout the country that representatives of associations from a dozen states have undertaken to form the National Cooperative Self-Help Association with headquarters in Washington.

While the products of self-help were on display, Washing-

ton also had a chance to see what the CWA bought with its money assigned to the Works of Art Project in which some 2500 artists all over the country were engaged for the better part of three months. About 500 of the several thousand works created by the artists are being shown until May 20 at the Corcoran Gallery.

Western Conference on Government

"THE subjects we formerly discussed with bated breath are here shouted forth by those in highest authority" was the significant remark of a social worker at the recent conference on government at International House, Berkeley, California. Federal, state and local directors of emergency relief, public works and housing; state legislators, mayors, city managers, tax collectors, finance experts, research professors—representing fourteen participating organizations—discussed a hundred angles of the "new role of the public administrator." The keynote was sounded by Louis Brownlow, who charged the public administrator with responsibility for carrying out the policies of "a more socially minded government" faced with the necessity of "reshaping the social order so that we will no longer starve in the midst of plenty." Social insurance was discussed by the American Legislators' Association; the Civil Service Conference took up standards of training for police officers and firemen; the city managers came out for more public ownership of utilities; legislators took the initiative on liquor control; a mayor and former city auditor aired the predicament of the taxpayer and a member of Consumers' Research that of the consumer.

About half of the six hundred present were from the social-work field, dividing their attention between housing and welfare administration. Charles Ascher, director of the National Association of Housing Officials, spoke up for government subsidy of low-cost housing on the ground that "more than half of our population receive less than a living wage which obviously means they can't afford to live." The sessions of the American Public Welfare Association considered federal, state and county angles of the national recovery program. And here at last was "consumer representation" when a plain little woman pleading for CWA said: "It gave a man a job; it gave his wife a few hours' relief from a grouchy husband; it gave us a chance to buy spinach as a change from the canned tomatoes on the grocery order."

Samuel C. May, director of the Bureau of Public Administration of the University of California, headed the committee on the Conference.

Coal and Rails and Wages

RAILROADS and coal are two front page points at which NRA has operated to compromise thorny wage problems. Railroad workers had demanded that the present 10 percent wage cut be restored July 1. They argued, in the words of A. F. Whitney, chairman of the Railway Labor Executives, that "The bad years for the railroads and their employes were the golden harvest for the coupon clippers." Since 1933 interest on railroad bonds exceeded by $22 million such payments in 1929. Under the new agreement, the return to the 1931 level is to be in three steps: 2½ percent July 1 and January 1, the final 5 percent April 1, 1935. With this truce, the railroads are assured of fourteen months free from "labor troubles."

The "trouble" in Alabama coal, with 50,000 workers out, ended when a new wage structure was decreed for the industry, restoring the wage differentials largely abolished by General Johnson in an amendment to the Soft Coal Code dated March 31. This fixed for the whole industry the Appalachian agreement for a $5 basic daily minimum in the North, $4.60 in the South. Under the new order, a daily scale of $3.80 is set for Georgia and Alabama, as compared with $4.60 under the March order, and $3.40 under the original code.

In the President's request that employers respect their schedules and workers return to their jobs under the new scale, he stated that "it is not our intention to produce any sudden or disruptive change in an established economic relationship."

William Mitch, official of the United Mine Workers affiliated with the American Federation of Labor, has announced that the "miners will go along with the government." Other labor spokesmen, however, insist that the controlling facts in the situation, the preferential treatment given railroad and power companies as coal buyers, have not been brought out. They quote the admission of an attorney for one of the Alabama companies who stated that coal produced at $2.04 a ton was being sold to railroads at $1.80. These spokesmen ask whether any concern is entitled to coal at $1.80 a ton, especially when the workers are expected to make up the deficit through sub-standard wages. As Merle D. Vincent pointed out in a recent article in Survey Graphic (Coal at the Cross Roads, April 1934, page 183) the problem of coal is understood only when the relation of that industry to transportation and power is clear, and he commented:

> Surely anyone who believes that railroad management and the steel and electric-power industries will voluntarily raise coal prices, miners' wages and their own fuel cost, thereby increasing the production cost of their own services and manufactured products, has the faith that is required to move mountains.

Dr. Welch

A LITTLE more than four years ago colleagues, other friends and unknown admirers of Dr. William H. Welch gathered simultaneously in many radio-linked American cities and in the capitals of Europe and the Orient to celebrate his eightieth birthday. They had before them copies of an etching made for the event from which this beloved scientist and teacher looked out at them with the wise, kindly and quizzical serenity synonymous with his name. On April 30 a pause fell on the laboratories and universities where that etching hangs and in countless offices and homes at the word that that gaze will not be seen again. Dr. Welch had been ill for more than a year in Johns Hopkins Hospital at the university with which his work has been associated for a half century. In all those years it would have been hard to find a single forward step in the many fields he touched of research, medical education and public health which did not bear the imprint of his counsel and leadership. At the 1930 celebration in Washington Dr. Simon Flexner, director of laboratories of the Rockefeller Institute of Medical Research, declared "There is one great historical figure in the Renaissance with whom perhaps it is not only permissible, but possible to compare Dr. Welch, and that figure is Leonardo da Vinci." That comparison has meaning for the many who drew from Dr. Welch's scholarly and humane wisdom, but perhaps even greater meaning lay in a letter from a Yale classmate, the late Robert W. deForest: "You are quite unique in having everyone love you, and, so far as I am aware, there is no one who envies you your unparalleled success and usefulness."

HEALTH

Nurses Prove Their Way

PRACTICALLY all of the seven hundred nurses who were employed in New York State under the Civil Works' program have been found so indispensable by their communities that they are to be continued under the Works Division of the State Temporary Emergency Relief Administration. The TERA started a work-relief project in nursing early in 1933. Between February 15 and December 1 of that year 171 previously jobless nurses gave bedside nursing care and health advice to nearly 63,000 relief families and other needy families in upstate towns and cities. The welfare districts were required to provide transportation for the nurse, necessary equipment, and competent nursing supervision, though in some cases where supervision was not available locally it was supplied by the field staff of the State Department of Health. The only added expense to the state was payment of relief wages to the nurses, which worked out to an average of 47 cents a visit for the average of 151 visits per month per nurse. With the start of the Civil Works Service program, the project was expanded to include about seven hundred nurses making some 100,000 visits a month. About 650 of these will stay on, working in 99 of the state's 114 welfare districts. The project here, as in other states, has proved valuable not only as a means of relief for needy patients and nurses but also as community education in the importance of competently supervised public-health nursing. Civil Works Service proved the good angel also of the Child Health Recovery program launched last autumn by the federal Children's Bureau (see Survey Midmonthly, October 1933, p. 349). In March some twenty-three hundred nurses paid from Civil Works' funds were pushing that program along in thirty-eight states and Porto Rico—some of them on snowshoes.

Hard Times and Medical Care

HOW hospitals and visiting-nursing associations have rallied to the aid of the "new poor" is apparent from studies of the United States Public Health Service and the Milbank Memorial Fund (see Survey Graphic, April 1934, p. 160). Among some seven thousand families in working-class districts of Baltimore, Birmingham, Cleveland, Detroit, New York, Pittsburgh and Syracuse, those who had sunk from an income level defined as "comfortable" in 1929 ($425 and upward per capita per annum) to "poor" in 1932 (less than $150 per capita) received in the spring of 1933 nearly half as much again hospital service and nearly four times as much visiting-nursing service as those of their neighbors who remained at the "comfortable" level. What both the new poor and the chronic poor lacked in comparison with those above them on the economic ladder was the care of physicians. The new poor had only a little more than half as many physicians' calls per 1000 illnesses as those who had kept their "comfortable" status. It seems equally incomprehensible that families with less than $150 per person per year had managed to pay a doctor for 54 percent of the calls they did receive, and that the doctors had been able to carry the enormous volume of unpaid care given to families at all these economic levels. The data of this study, reported in detail in The Milbank Memorial Fund Quarterly, April 1934, illumine the need for which FERA Rules No. 7 were designed (see this issue, p. 158), on the part of both needy families and private physicians.

Palo Alto's Record

THIRTY years ago the Palo Alto (California) Health Department was born out of the calamity of a disastrous typhoid epidemic—the first full-time public-health service in any small city in that state. Consistent, intelligent work and favorable community conditions have long made the city's health record one to be envied; for four years Palo Alto has received honorable mention in the inter-city Health Conservation Contest, and for 1933 the California State Health Department declares its showing unequaled by any city in the state. These are some of the freedoms that Palo Alto purchases at a 1933 cost of 83 cents per capita:

Only one diphtheria death since 1911 and none since 1921. Nearly 60 percent of the school children have been immunized.

Only one case of smallpox in the past six years.

A milk scoring of 98.5—the record for the state and the sixth time the Palo Alto milk supply has scored 98 or better.

For 1933 an infant mortality rate of 16.4, and for 1910–1933 a composite rate of 40.5, contrasting with California's rate of 52.8 for 1932.

A tuberculosis deathrate of 32, only a little more than half that of the country as a whole.

While Palo Alto's general deathrate is only about two thirds that of the US Registration Area, its birthrate is relatively even lower, 7.8 in 1933 in contrast to the 17.3 of the US Birth Registration Area in 1932. In 1933 Palo Alto reached the point which statisticians predict for all the United States within the next few decades: births and deaths exactly balanced with a rate of 7.8 for each.

Teachers and Mental Hygiene

RECOMMENDATION of a psychiatric school board to examine periodically every teacher in the public-school system has been suggested by Dr. Lawson G. Lowrey, chairman of the New York City Mental Hygiene Committee and the Welfare Council Mental Hygiene Section. Dr. Lowrey expressed doubt that 4 percent of the 36,000 New York City teachers are "mentally unfit or insane," as had been asserted by Dr. Emil Altman, school-board alienist, but declared on the basis of his own unofficial work with the school system and experience as director of the Institute for Child Guidance that a much larger percentage are so maladjusted personally as to unfit them to mold the personalities of others. A psychiatric board, Dr. Lowrey declared, should be in no sense an examining board only nor a "spy" system on teachers, but should serve for use and consultation as well.

Hospitals Go Ahead

WITH the passage of legislation permitting this form of organization, the way is cleared for cities in New York State to go ahead with group hospitalization plans that have been brewing for many months. While sympathetic to the project, the state insurance commissioner had ruled that such plans were not admissible under existing insurance law. The plan worked out by the United Hospital Fund of New York City, including in its membership fifty-six of the city's leading institutions, will offer care in a semi-private room, including X-ray and laboratory services and drugs, for not more than three weeks in a year on payment of an annual fee of about $10. Membership is open to groups of employed persons; in time it is hoped to include their dependents as well. The physician's or surgeon's fee is not included, but is left to private arrangement between doctor and patient. A member who wishes a private room may obtain it by paying the difference between semi-private and private service. Similar plans have been worked out for Rochester, N. Y., under the leadership of Dr. Nathaniel W. Faxon

of the Strong Memorial Hospital in that city. Dr. Faxon is president of the American Hospital Association which endorsed the principles of group hospitalization a little more than a year ago and recently announced that plans of this nature had been adopted during the past twelve months by thirty cities in twenty-one states. The plan for New York City was endorsed enthusiastically in a recent address by Dr. Louis I. Dublin, third vice-president and statistician of the Metropolitan Life Insurance Company, who declared it a boon to both the subscribers and the hospitals. "This plan of group hospitalization is actuarially sound," Dr. Dublin concluded. "It is proving successful wherever it has been tried. It meets a crying need and it does it on a reasonable and practicable basis."

Things To Be Remembered

FROM St. Elizabeth's Hospital in Washington, D. C., comes a reprint of maxims which were pasted up on the hospital's walls in 1878 as "Things to be Remembered" by attendants and other passers-by. Contemporary psychiatrists and psychiatric social workers might say them in different words but would the upshot be very different?

He who cannot govern himself is not fit to govern others.
Kind words cost nothing.
The ward is never to be left without an attendant.
The attendant's place is among his patients.
He is a poor workman who has no pride in his work.
Cleanliness is akin to godliness.
Nothing is clean enough if it can be made cleaner.
Occupation is the beginning of cure.
You can lead where you cannot drive.
Strive to be quiet and to mind your own business.
The law of kindness will be subject to no exceptions here.
"WHATSOEVER YE WOULD THAT MEN SHOULD DO TO YOU DO YOU EVEN SO TO THEM."

THREE schools in Mamaroneck, N. Y., have all but locked their doors against diphtheria, since 1041 of the 1055 pupils have received either toxin-antitoxin or toxoid. Of the 14 children who have not been immunized, 10 are from families whose religious beliefs oppose medicine or specific immunization.

THE Illinois State Health Department, reporting on its laboratory service in 1933, finds a disquieting increase in the percentage of blood and sputum tests found positive for tuberculosis. "These data suggest the possibility of an increased prevalence of tuberculosis which has not yet been reflected in mortality and morbidity reports."

AMONG all the 1933 reports that have come to our attention, that of the large industrial city of Rochester, N. Y., walks off with the honors for control in tuberculosis. For that year Rochester reports the startlingly low deathrate of 19.7 from tuberculosis, all forms, capping the climax of five phenomenal years in which that rate has declined progressively from the very low 1929 figure of 36.8.

RURAL districts as well as cities have a chance this year to share in the self-enlightenment and aid of the Health Conservation Contest sponsored by the United States Chamber of Commerce in cooperation with the American Public Health Association. Write the Chamber of Commerce at Washington, D. C., or the Committee on Administrative Practice, American Public Health Association, 50 W. 50 St., New York City, for entry blanks and schedules.

THE Chicago Dental Society is offering an industrial diagnostic service to employers and employes without charge. The examiner discusses the findings with the patient, asks permission to send a report to the patient's dentist and urges him to have that dentist do the needed work. Three quarters of the recommendations given the first group of employes were carried out. The Society observes that the patient's education and financial position made little apparent difference; most people just didn't take care of their teeth.

BALDWINSVILLE, Onondaga County, N. Y., has acquired a community loan closet for supplies needed in the care of the sick through the initiative of the local relief committee. Nearly 200 people turned out one evening in subzero weather for a community card party, to which the price of admission was blankets, sheets, towels, or what have you, or donations of money. The supplies tax two six-foot cabinets in the village hall and are called for at need by the village nurse and local physicians. Though intended especially for the indigent sick, supplies may be lent to any family in illness to be returned when the need is past.

THE Medical Profession and the Public: Currents and Counter-Currents is the title of the report of the lively conference of that topic called in Philadelphia in February by The College of Physicians of Philadelphia and The American Academy of Political and Social Science. Price $1 of the Academy, 3457 Walnut St., Philadelphia, with discounts on orders of ten or more copies. Speakers boxed the compass of current attitudes on social aspects of medicine and the collection of papers is timely, entertaining and informative.

NEW Mexico's Bureau of Public Health has found an ingenious way to bring birth registration home to a considerable share of the population at the expense only of printing 60,000 small slips. With each set of automobile license plates distributed by the state comptroller's office went one of these slips declaring, "Attention, Fathers and Mothers! Your automobile is now legally registered. You can prove its age and ownership. Can you do the same in regard to your baby?" In case of doubt, the recipient was urged to write to the state registrar. For a time official correspondence was enlivened by bachelors' replies.

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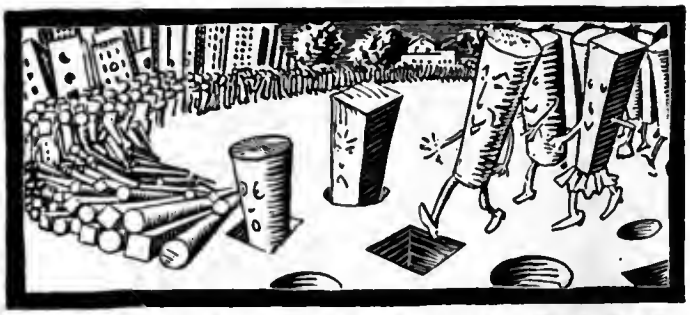


SOCIAL PRACTICE

Timely Study Courses

THE current scene in relief administration is reflected in the courses offered for the summer session of both the New York School of Social Work and the School of Social Service Administration of the University of Chicago. At the former three courses are closely related to current developments: Public Welfare Problems, Problems of Emergency Relief Administration and Social Work and the New Leisure. In addition the school offers two two-weeks public-welfare institutes from July 30 to August 24, so arranged that students may attend either or both. The first one deals with the internal methods and policies of local relief offices and the second with broad national policies which affect local administration. Clarence King and Margaret Leal are in charge. Enrollment is limited to persons employed in executive or supervisory capacities in public-relief work.

The Chicago school, in addition to its usual basic courses with field work in public as well as private agencies, offers three courses of special timeliness: Edith Abbott's on Public Assistance—work and home relief, public subsidies and federal, state and local responsibilities and relationships; Sophonisba P. Breckenridge's on Public Welfare Administration—various problems of state organization for welfare services; and A. Wayne McMillen's on Community Organization—general problems of organization for social work with attention to public as well as private planning.

Children of Destitution

THE fact that the number of dependent and neglected children cared for in institutions decreased in 1933 is due, says Grace Abbott, chief of the US Children's Bureau, to several factors:

> The first, and the one from which one derives great satisfaction, is that as federal funds have become available for home relief fewer homes have been broken up because of poverty alone and more dependent children are being cared for in their own homes.

But this, she adds, is only part of it, for during the past year some few agencies have closed and others have greatly reduced their intake. As a result children who had been removed from their homes because of neglect or cruelty have been returned to unimproved conditions, while children remain in homes where neglect, cruelty or depravity exist because no funds are available for their support elsewhere.

In New York the Welfare Council has noted a sharp drop in demand for the facilities of convalescent homes for children. This is explained partially, it says, by the fact that many mothers who formerly worked are now, perforce, staying home and caring for their children, and partially by the home-relief rule which reduces the family food-relief allowance if a child is sent away.

One of the first fruits of St. Louis' survey of its social welfare scene has been a grist of unpalatable facts about what is happening to the 2020 wards of the Board of Children's Guardians. With a sub-minimum boarding rate and with only thirteen workers to supervise these children in 550 homes scattered over a radius of fifty miles the situation has been steadily growing worse until, according to the Welfare Plan Committee, "at the present time one can say that the work is actually crumbling."

Not Either/Or, But Both

"THE old days are gone; we face a new future alignment," says Linton B. Swift in his monograph, New Alignments, just published (50 cents) by the Family Welfare Association of America, 130 East 22 Street, New York. Mr. Swift weighs the problems and responsibilities in a transitional period of both public and private relief agencies and analyzes the basic characteristics of their respective contributions to the community program. As a test of the principles evolved he applies them to the not-so-hypothetical industrial city of Manton with a pyramiding relief load and a conglomerate of social agencies. Building on what there is, stopping gaps where they exist, he develops an immediate program with implications for the future which turn on "loyalty, not to existing patterns, but to ultimate goals."

Being a good case worker Mr. Swift does not offer his conceptions as a blanket to cover every local situation, but rather as a point of departure for local study and discussion. At a time when rapid changes confuse clarity of thought his study is a useful and stabilizing contribution. Looking ahead he predicts that:

> The future of the public agency will depend upon the extent to which its program is soundly developed and more deeply rooted in local public support and understanding. The future of the private agency will depend upon the extent to which it is willing to face new developments, abandoning some old traditions, re-emphasizing others, and accepting the limitations as well as the ever-new possibilities of private effort. And the future of both will depend upon the extent they are willing continually to cooperate with and supplement each other.

Instead of Money

WHEN the economy wave struck New Jersey the legislature hit on a plan for using "remission of time from sentence" in place of money to pay prisoners working in the industrial shops and in the maintenance of the state prison. The men had previously been paid in cash with a maximum of twenty-five cents a day. Under the new arrangement the maximum is ten cents a day and one day off each week of the sentence. However a man only becomes eligible for the maximum "pay" at the end of the first six months of his incarceration. The arrangement, which does not interfere with commutation for good behavior, applies to all forms of productive labor, skilled or unskilled, within the prison. It does not of course apply to life-termers.

The response of the prisoners when the new scheme was put into effect was not encouraging—pay cuts are not popular in prison or out—but after a few demonstrations of earlier discharges for earned time the attitude changed. The system is now said to be functioning smoothly.

Transient Treatment

THE experience of the Federal Transient Bureau is demonstrating at every point the soundness of tested methods of travelers' aid work by which a transient with no job and no willingness or motive to stay any place in particular is cared for where he is with a private "talking over" of his circumstances, prompt help in the way of food, shelter and medical service and a carefully worked-out plan for his future moves. The plan may mean staying where he is, going to a camp or work-project, returning to his home or pushing on to some place where he has a real prospect, carefully verified, of a better chance. But whatever the plan the transient, be he man, boy or footloose family, must have his heart in it or all the social work in the world will not make it succeed.

In its new bi-monthly bulletin, The Transient, the National Association of Travelers Aid Societies reports that the family traveling in its own rattle-trap car, is still one of the hard nuts of the situation with the best laid plans breaking down before established

habits of wandering and of casual mendicancy. Only the closest cooperation between federal and local agencies can prevail against exploitation of resources by these experienced migrants. In Boston, Cleveland and Baltimore the travelers aid societies and the Federal Transient Bureau have arrived at working agreements on their cooperative responsibility which are helping to straighten out many tangles. The National Association has just published a pamphlet, Individualized Service for Transients, by Robert S. Wilson (50 cents), which outlines the principles involved in the treatment of a transient and details the various steps from the time he comes to the application desk until he is safely moored in the place where he has the best chance.

Churches and Social Work

WHAT amounts to a platform for church social work was adopted at the recent Conference on the Correlation of Protestant Social Work called by the Department of the Church and Social Service of the Federal Council of Churches and held in New York. Selected delegates from sixty cities east of the Mississippi, together with a sprinkling of social-work leaders, participated in the discussion which crystallized into recommendations and resolutions, the latter requesting the Federal Council to prepare master schedules for community surveys of Protestant welfare work, to study the relations between community welfare agencies and churches and to formulate the underlying principles of church social work and their practical application in a program of denominational social service.

The recommendations were, in substance, that:

1. Every community should have a central coordinating agency for all Protestant welfare work with, whenever possible, a director who should be a salaried, experienced, accredited social worker and a devoted churchman.

2. Every community should have a survey of Protestant social work made under a master plan to permit of a continuous assemblage of national and local statistics.

3. Ministers should understand and participate in community, denominational and public social work as well as in the programs of their own churches.

4. Churches should, in general, care for their own unemployed people, but should know and use all community resources. Negro and minority racial groups should be included in all community plans.

5. Social services of churches should be competently performed under leaders professionally trained (preferably in church schools), and on a parity with the leadership in other social agencies. Volunteers should be trained.

6. Public funds should be used by public agencies except when proper care of people demands their allocation to private agencies. Churches should stand for the strength, efficiency and integrity of federal, state and local public social work.

Two old buildings on West 16 Street, New York, which served for years as residences for the nurses of New York Hospital, have been presented to the American Federation for the Blind by its president, M. C. Migel, as the site for a new building to house its executive offices and Braille printing plant.

AFTER a year of study and discussion among civic and social leaders Brooklyn has completed the organization of a Council for Social Planning, Frederic B. Pratt, president, to systematize its welfare and health activities. The new body is a constituent member of the Welfare Council of New York, with its officers ex-officio members of the Council's board of directors.

RAPID turnover and repeaters constitute the chief problems of the New York city prison system, says Austin H. McCormick, commissioner of correction. Practically half of the 15,235 persons committed during the last year were repeaters, the prize records being held by a woman doing her seventy-third stretch and by a man doing his sixtieth. One man was imprisoned sixteen times during the one year.

EDUCATION

The Plight of the Schools

OFFERED as "a compilation of pertinent data rather than a discussion of policies," the research division of the National Education Association publishes Emergency Federal Aid for Education: A Review of the Evidence (1201 16 Street N. W., Washington. Price 15 cents.) The report points out that "no important federal legislation has as yet been enacted to help the schools meet their emergency financial problems," and then proceeds to outline these problems. The public-school budget for 1933–4 was about $1,753,300,000, a cut of some $200 millions below the previous year, $500 millions under 1928–9. This reduction has occurred in spite of the fact that total enrollments are at present 675,000 greater than five years ago. School expenditures per child enrolled have decreased in the last five years from $90.22 to $66.53. In January 1934 about 770 schools were closed, with no provision for the education of some 175,000 children. In public elementary and highschools, approximately 40,000 fewer teachers are employed than in 1928–9, in spite of increased enrollment. Teachers' salaries have been cut until one in four is receiving an annual wage under $750, and about 85,000 teachers are receiving less than $450 per year. Expenditures for textbooks and supplies have been reduced by about a third. "Generally speaking, school revenue in 1934–5 will be less than the reduced sums available in 1933–4." A table based on information from 44 state departments of education shows that school revenues reached their peak in 1930 with $2,088,556,800, and that school funds were cut each year since; the outlook is for a further drop (to $1,554,300,000) next year. The report states that only 9 of the 48 states anticipate "no urgent need for emergency aid," and that "more than three fourths of the state superintendents of public instruction believe that emergency federal aid will be needed in their respective states in 1934–5 merely to keep schools open for a normal term and operating on a reasonably satisfactory basis."

The report does not consider the possibility of further large economies through redistricting, to make bigger units of administration, attendance and taxation, and through more business-like handling of school finance, particularly tax anticipation loans and insurance, such as have been urged by a number of recent state surveys (see The Survey, January 1934, page 18.)

Teacher Supply and Demand

THOUGH it covers only one corner of the educational field, the study of Supply and Demand of College Teachers by James G. Umstattd (University of Minnesota Press, Minneapolis, price 50 cents) is significant. Data were secured from 184 institutions offering graduate study, covering the years 1931–2 and 1932–3. The schools represent all sections of the country. During this period, the number of doctorates conferred increased; in science, for example, from 455 to 1148. In the same period the average annual number of appointments in the institutions represented in the study dropped from 10 to 7. These figures represent not only a halt in expansion, but also unfilled vacancies in the

reporting institutions. This development corresponds to "spread work" in industry, and still further cuts the chances for employment for the trained college teacher. The study concludes that "from the findings reported above, it is clear that . . . the supply of persons qualified to teach in college is increasing, whereas the demand for college workers is decreasing." Here is statistical evidence as to a situation of increasing gravity in the whole field of education.

College Students vs. the ROTC

THE US Supreme Court may finally rule on the right of college students who are "conscientious objectors" to refuse to take part in military drill. In the "Maryland case" the court refused jurisdiction (see The Survey, December 15, 1932, page 693; December 1933, page 425.) But last month Justice Sutherland signed the application for appeal presented by their attorney on behalf of two California students, stating that he found the case "raised novel and important federal questions." The two students, Albert Hamilton and Alonzo Reynolds, Jr., sons and grandsons of Methodist ministers, were dismissed by the Los Angeles branch of the state university for refusing as a matter of conscience to join the ROTC.

Students are continuing the fight to make college military training optional. Of the eight Ohio State University students suspended for refusing to drill, one has been reinstated and excused from military training because of a physical defect. Three of the suspended students are Methodists, one a Congregationalist (son of a minister) one a Presbyterian, one a Quaker. The one who was reinstated was the only one without church connections.

No action has been taken by New York University authorities on the thoughtful and dignified statement filed by the Undergraduate Scholarship Committee. The statement answers the four points on which military training is urged: that it promotes good citizenship, character-training, physical training, military training, and urges that, beginning September 1934, "the course in Military Training and Tactics be placed on an optional basis, with an equivalent course in physical training as an alternative."

New Pamphlets

THE TWELVE INCH SHELF, a Pocket Library of Economics, *by John W. Herrying and Ethel C. Phillips. American Committee on Economic Policy, 11 West 42 Street, New York. Price 25 cents; quantity rates.*

HERE is first aid for discussion groups and adult education classes. This short, readable analysis of economic problems and possible ways out, includes study outlines and lists 135 new and pertinent pamphlets which may be ordered separately or as a "library."

THE EDUCATION OF NATIVE AND MINORITY GROUPS: A Bibliography, 1923–32, *by Katherine M. Cook and Florence E. Reynolds. Superintendent of Documents, Washington, D. C. Price 5 cents.*

THIS is a comprehensive guide to available information on a field relatively new in American education.

EDUCATION AND THE SOCIAL ORDER, *by John Dewey. League for Industrial Democracy, 112 East 19 Street, New York. Price 5 cents.*

A significant discussion, by the country's foremost educator, of the need and opportunity facing the public schools today.

GROUP LISTENING, *by the British Institute of Adult Education. University of Chicago Press, Chicago, Ill. Price 25 cents.*

PREPARED for the National Advisory Council on Radio in Education, this report summarizes European experience with the use of broadcasts by study clubs, workers' education centers, college classes, and so on. So far, only a few experiments with such use of the radio have been made in this country (see Survey Graphic, November 1932, page 546).

SCHOOLS AND THE CRISIS, *by Rex Dovid. International Pamphlets No. 39, 799 Broodway, New York. Price 10 cents.*

MUCH concrete information on public education in depression, vividly presented from a radical point of view.

BIBLIOGRAPHIY ON PARENT EDUCATION, October 1932 to January 1934. *Child Study Association of America, 221 West 57 Street, New York. Price 10 cents.*

A useful listing from current magazines and pamphlets.

Salary Figures

SALARIES and employment of librarians are reported and analyzed in detail in the current bulletin of the American Library Association. This report by the chairman of the association's committee on salaries and employment not only throws light on the problems of this group, but affords a useful comparison with the plight of other trained professional workers.

The "downward trend" from 1929 is evident, following the decreased incomes of tax-supported libraries. At the same time, the wide salary range in the profession is startling. Thus in "libraries serving more than 200,000 population," the range for librarians is from a low of $1824 to a high of $10,840, and for department heads from a low of $921 to a high of $1440. Salary cuts for the last fiscal year as compared with 1929 run as high as 32 percent, with a median (half more, half less) of 10 percent. The situation is even more acute in towns of 4000 to 20,000 population, where salaries for assistants and librarians range from $720 to $2700, representing cuts as high as 60 percent since 1929, and median reductions of 15 percent.

THE fifth annual institute on Education by Radio was held at Ohio State University, April 30 to May 2. The proceedings will be published in November, under the title, Education On the Air.

A SERVICE bureau for education in human relations is announced by Teachers College, Columbia University, New York. The bureau, headed by Mrs. Rachel Davis-DuBois, will aid elementary and highschool teachers in developing programs which interpret sympathetically the viewpoints of racial and cultural groups. Adult education and community organizations are also invited to use the bureau's facilities. Harvard, Temple and Boston Universities are cooperating in the project.

THAT the typewriter is a necessary tool of the Machine Age is the belief of the educators who sponsor A Home Typing Book for Younger Children, by Ralph Haefner (Macmillan. Price, $1.) The book, worked out as a research project at Teachers College, Columbia University, is designed for children as young as six, and will not be scorned by those three or four years older.

A NEW study center is announced by George Washington University, Washington, D. C., "for the purpose of offering courses and special lectures and encouraging research and scholarly publications in the field of inter-American problems." The center will have a council and staff of ten experts in Hispanic-American studies, headed by A. Curtis Wilgus.

THE third "experiment in international living" will include groups of young people of highschool age, who will spend several summer weeks in French or German homes, making friends, practising a foreign language, and "acquiring an insight into a culture different from their own." Further information may be obtained from Donald B. Watt, 817 Comstock Ave., Syracuse, N. Y.

A summer-school for office workers will be held again this year on the campus of Oberlin College, under the auspices of the Affiliated Schools for Workers, Inc. (302 East 35 Street, New York.) Among the topics to be considered at the session, July 5 to August 1, will be unemployment and wage standards, how a corporation is set up, how our money system works, the labor movement. There will be plenty of opportunity for summer sports. Board, room and tuition for the four weeks are priced at $40.

UNEMPLOYMENT AND COMMUNITY ACTION

JOANNA C. COLCORD

This department is an emergency information service to public officials and to members, executives and supervisors of citizens' committees. News of interesting developments will be gratefully received by the editors, Russell Sage Foundation, 130 East 22 Street, New York

RUSSELL H. KURTZ

Land Value Study

IT is easy to demonstrate to the average man the value to the community of work-relief projects which result in permanent structures of stone and cement. It is more difficult, however, to make him realize the value of the service type of projects, into which are put the brains and acquired skills of trained people as relief workers.

The most business-minded person could not fail, however, to be impressed by the enduring value of a project carried out in *Westchester County, New York* in 1932–3, and employing 122 technicians for a total of 70,000 man-hours, some of them being employed steadily for nearly a year. The result of this project was an atlas of land-value maps for the county, comprising a set of base maps, land-value and property data maps, on a scale of 400 feet to the inch. Taken together, they show the location, designation and assessed value per acre or per standard front foot of each block and parcel in the county. Subsequent changes can be easily entered year by year, to keep the maps up to date. There was also prepared a valuegraphic map and topographical model of the county, on a scale of 2000 feet to the inch, for the use of the county engineer and the Committee on Equalization of Taxation. The information thus shown has prompted several towns and villages to prepare new tax maps and correct and bring up to date existing records. It has been of great value in planning Civil Works' projects and will continue to give useful service in connection with other county activities.

Works Division

THE transfer from CWA to Works Division in cities of over 5000 (see Right About Face, The Survey, April 15, 1934) has been attended with great confusion in many parts of the country. In *Minneapolis*, a body of 6000 men claiming to be former CWA workers stormed the City Hall on April 6 demanding reinstatement on the CW basis. These demands were acceded to by the City Council without authorization from FERA; and the necessary funds, if the agreement is carried out, will have to be met from the city treasury. The *Minnesota* ERA had already, however, declared a two weeks' moratorium from April 1 on all work-relief projects except uncompleted federal CWA projects.

A news clipping states that *Arkansas* suspended all relief activities for one week from April 1, in order to complete arrangements for a rural rehabilitation program in every county of the state.

Several states have petitioned to have the entire state, on account of its suburban nature, declared urban territory so that work relief can be carried on in all parts of the state. One of these is New Jersey, which has, however, reverted to its former system of work-for-relief, thus in practice making the whole state conform rather to the rural regulations under the three-point plan.

Illinois extended the definition of urban areas to include all places designated as "metropolitan areas" in the 1930 census, the mining areas in seven counties, and all additional townships regardless of size with a non-farming population of 80 percent or more. This ruling places over 80 percent of the state's population in urban areas.

Connecticut has ruled that only those towns and cities may participate in the work program where trained social workers are available to determine need of applicants and decide how much each may earn. Towns and cities are to be responsible with local funds for direct relief to all who cannot be placed on work relief with federal funds.

Washington (state), on the other hand, stressed the need of developing projects immediately so that all relief to able-bodied may be given in the form of work.

No figures have been released by the FERA to show the effect of CWA demobilization on new relief applications in March and April; but informal reports from many districts indicate that practically all CWA workers who were assigned from relief rolls have made application to be reinstated on relief; and that a high proportion of those assigned through NRS without a "means test" have applied for relief since being laid off.

The total work relief and relief load on April 1 was 4,700,000 families, an all-time high for relief, which represents an increase of nearly 57 percent over last October. To meet this extraordinary demand, the FERA may have to grant the state ERAs for April needs alone, nearly $100 million, or about one fifth its balance on April 1.

Relief Changes in Toledo

THE annual report of Wendell F. Johnson, director of the *Toledo* Social Service Federation and of the Lucas County Social Service Department, contains a dramatic presentation of the relief crises surmounted in that city during the past year, the successive steps of which have been commented upon in this department for March, July, August, September, October and December 1933.

Soon after the State ERA appointed a "relief dictator" for the county in the person of Colonel Shetler, a group of men on work relief went on strike over payment for work in food orders from the commissary. They were met part-way by the concession of a small amount of cash to those working for relief, in addition to the grocery orders given to all relief recipients. Mr. Johnson states:

> . . . In one sweeping gesture, the work requirement was done away with. Instead of inflicting a penalty for refusal to work, Colonel Shetler offered a reward in the form of a small cash payment, to those who were willing to work for their relief. There were those who predicted that the inducement was too slight and that the majority would be content to receive their weekly grocery order without working for it. The contrary proved to be true. Men who had before seemed reluctant to work, now clamored for the opportunity. Even men who had previously pleaded disability or old age as an excuse for not working, now produced doctors' certificates as evidence that they were physically competent.
>
> It was an amazing demonstration of the eagerness with which most men will offer their labor in order to obtain even a little cash to supplement the relief in kind to which they had been previously limited. There was a complete change in the attitude of the relief recipients. The experiment added somewhat to relief costs, but it was decidedly worthwhile. I hope Toledo, remembering it, will never again impose a rigid work requirement for relief-in-kind.
>
> But more important than the cash bonus was the abandonment of the warehouse system in October and the adoption in its stead of a system of orders on grocers, with wide latitude permitted in the selection of articles by the recipient. Thus was brought to a close Toledo's brief venture in giving relief through the commissary plan. The change resulted on the one hand, in a considerable increase in expenditure, but,

on the other, in a more humane and considerate method of administering relief.

Of the situation last fall, he says:

Relief needs were rising to a crescendo. Complete absence of cash income in many households over a period of months and even years brought to relief administrators an ever-increasing variety of personal and family needs. With it came a realization of the utter futility of attempting to meet those ever-widening needs with relief-in-kind. There is a point at which the attempt to do the buying for all the varied needs of tens of thousands of men, women and children approaches the absurd. We reached that point, in my judgment, in the fall of 1933.

The CWA was the President's dramatic attempt to meet that situation. With unbelievable speed 10,000 families in Lucas County were transferred from direct relief to public employment. Granted that the employment was to some degree a form of relief, it put cash into the hands of the families and permitted them to do their own buying and meet their own needs in their own way. It was a temporary measure, a sort of huge experiment. But I believe it marks the beginning of the end of trying to care for able-bodied unemployed by the method of direct relief.

Happy Unemployed!

DELAWARE, the last state in the Union to ask for federal aid, is now experiencing difficulty in financing its relief program. From November 1, 1932 to January 1, 1933, expenditures from combined federal-state-local funds had amounted to about $3 million, or about $206,000 a month. On February 1, only about $188,600 remained in hand. During February, the FERA made a further grant of $165,000 to permit a continuation of relief activities until a special session of the Legislature convened on March 6, after which the FERA would expect the state to meet two thirds of its own relief bill. The Legislature on March 22 diverted $108,000 from the sinking-fund with the proviso that it be made to cover all relief needs till April 30. The state ERA thereupon passed a resolution that it would be impossible to meet more than the barest emergency needs of those on relief—now numbering one eighth of the total population—and even this only up to April 21. The Commission has served notice on the governor and both houses of the Legislature that if no further funds are forthcoming from state sources it will be obliged to close its doors on that date. The contribution of the press in directing public opinion in this grave crisis is shown by an editorial in the Wilmington Journal of March 23, which concludes:

Everybody in our state will feel glad that the balance of March and all of April has been cared for under this bill, and that, too, with no elaborate spending program for the period covered. We felicitate the unemployed of our state upon being assured of protection to the end of that period.

FERA and Self-Help

LATEST news of federal aid to self-help organizations is that forty-nine grants aggregating, up to March 19, 1934, the sum of $364,275, have been made to thirty-eight self-help organizations in the states of California, Colorado, Indiana, Louisiana, Michigan, Minnesota, Mississippi, Nebraska, Ohio, Pennsylvania, Utah, Virginia, Washington, West Virginia and the Virgin Islands. Members and their dependents in the groups which have been aided number roughly 100,000, out of 300,000 to 500,000 persons, variously estimated as engaged in such group undertakings in 1933.

In addition, $300,000 has been granted to the Tennessee Valley Authority to assist it in developing cooperative production enterprises in the territory for which it is responsible.

The Monthly Labor Review for February 1934 reports that:

The activities engaged in by the groups aided thus far include landscape gardening, farm labor on shares, dairying, butchering, raising of poultry and rabbits, canning of fruits and vegetables, plumbing, grinding of grains, logging, carpentry, house-repair work, house wrecking, art work, dentistry, printing; making of bakery goods, brooms, bedding, box shooks, crates, cider, cloth, clothing, furniture (also upholstery), maple sirup, pickles, soap, hand-made rugs, and rubber mats (from automobile tires); repair of clothing, furniture, radios, shoes and stoves; and operation of store, commissary, cafeteria, beauty shop, barber shop, blacksmith shop, coal mine, foundry, garage, laundry, sawmill, and wood-yard.

It also advances some impressive evidence as to the lessening of relief loads in the communities where these activities have gone on.

Readers interested in the self-help movement may secure through the Russell Sage Foundation reprints of an article on Cooperation and the New Leisure, by J. C. Colcord, which appeared in The Family for April 1934. An article by the same author discussing recent developments in self help will be found in Today for May 5, 1934.

Baltimore

BALTIMORE is known as a pioneer in the field of cash relief. When the Baltimore Emergency Relief Commission was formed last September, taking over the unemployment work from the private agencies, it found the cash system fairly well entrenched, and approved its continuance and extension.

But as time has gone on, it has made a succession of exceptions to its general rule, until today the only cash grants given are those covering food and certain incidentals. Rent is paid directly. Milk is given in kind, at a saving of 3 cents per quart. Coal was distributed during the winter under the FERA "replacement" plan. Gas and electric bills are paid by the agency unless there is no arrearage, in which case the family is given a cash allowance to be applied to these bills. Clothing and shoes are given in kind or by order.

The basic cash allowance which most families receive covers food, household and personal incidentals, and shoe repairs. For a family of five, the food allowance, exclusive of milk, is $4.65 per week, and the total of the other cash items is $1.90. When the "in kind" items of milk, rent, fuel, clothing and so on are included, the entire budget totals $16.49 per week for families of this size.

Rent is paid in a majority of cases by the following formula:

1. One twelfth of 6 percent of the assessed valuation of the property is paid in cash each month to the landlord.
2. One twelfth of the 1934 taxes on the property, plus one twelfth of the annual water rent, is paid each month to the city tax collector, who credits the landlord's account.

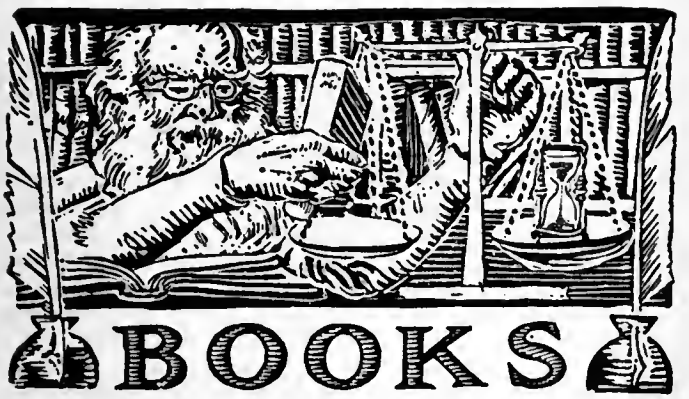
A special rent bureau, staffed by over a hundred workers, has been established to handle the routine of property investigation and rent payment. The determination of client eligibility for rental aid rests with the district relief workers. It is estimated that the April rent allowance bill will exceed $250,000.

The BERC has not given up its preference for an all-cash relief system, despite its drift in the opposite direction during recent months. The exceptions which it has made have resulted from consideration of economy or expediency in specific situations. Recently it voted to return as rapidly as possible to a greater use of cash relief, and has authorized an experiment in full cash allowances in one or two districts, in order to arrive at a comparison of costs.

The relief load in Baltimore has mounted sharply during the past winter, until in April there were over 38,000 families on relief. It is estimated that this represents about one out of five in the city's population. Last November, before CWA got under way, there were 24,000 relief cases, of which two thirds were on work relief. In late January, at the Civil Works peak, there were 26,000 families on direct relief and 22,000 on Civil Works.

It has been decided recently to require all applicants for aid to file signed applications setting forth their circumstances and need for assistance. While no new facts are sought by the agency and no affidavit is required, the procedure has been protested in some quarters as an application of the "pauper's oath" device. Slight modifications are being made in the form which will quiet this criticism.

Because Baltimore's relief curve has gone upward so steadily in recent months, the city has been chosen by the FERA as one of a group in which special studies will be made of trends of public unemployment aid under the new federal program.



New Freud Lectures

NEW INTRODUCTORY LECTURES ON PSYCHOANALYSIS, *by Sigmund Freud, M.D. (translated); W. W. Norton. 250 pp. Price $3 postpaid of The Survey.*

FREUD'S first volume of Introductory Lectures published in 1916 represents the most systematic presentation of psychoanalysis in the literature. The new series of Lectures deals with the developments and changes in psychoanalytic doctrine since that time. The book is written primarily to supplement the previous volume, but there is also sufficient summary of history and fundamentals to permit it to serve as an independent introduction to the subject. In addition to the more strict considerations in matters of psychology and psychopathology, there is also discussion of certain occult phenomena and a "philosophy of life." These latter topics, as the author is well aware, encroach freely on the speculative and controversial.

In this book the reader profits by the mature viewpoint of one of the great minds of all time. Freud is sure of himself and has the courage to move toward the unknown in any direction. At the same time, he never loses the distinction between observed fact and constructed hypothesis, and is always aware of the limitations of the human intellect. The author's extraordinary power of condensation and clarification will make parts of this book appear deceivingly simple to the general reader. Other parts are concerned with technical matters which must be obscure to the uninitiated. The translation is excellent. MARTIN W. PECK, M.D.
Boston, Mass.

The Law and Social Work

THE BAR AND PUBLIC RELATIONS—An Introduction to the Public Relations Field of the Bar, *by John S. Bradway. Bobbs-Merrill. 362 pp. Price $5 postpaid of The Survey.*

THIS book is a contribution of the utmost importance for all those who are interested in a professional approach to the field of human relations. While it was written primarily to affect the thinking of students and teachers in law schools and practising attorneys, it has a far larger range of usefulness. It is the product of great scholarship, long experience in the practice of the law as a beneficent and protecting force, and a rare ability to view one's chosen work both from without and within.

Professor Bradway has been one of the leaders of the American Bar in developing legal-aid work. He has an unusual grasp of the problems which extend from the operations of the law as a profession into other specialized fields, particularly that of social work. The book presents a broad picture of the underlying philosophy of the law as a medium for understanding and handling the social problems of individuals. It shows the birth, development and transition of various fundamental movements instituted by members of the legal profession. It raises many challenging questions as to the future, especially where the law overlaps the services of the physician, the psychiatrist and the clergyman, and also the social worker.

The steps taken to extend the protections and benefits of the law to those who through the centuries have been and are unable to pay for these services are of the deepest concern to other professions facing the same questions. It is important particularly that social workers be fully cognizant of the spirit and atmosphere in which great legal-social movements were born. All of us should know of the story and contributions of St. Ives, the patron saint of the law, who as a priest of the church was also a great lawyer. It is well to be reminded of the part played by Sir Thomas More, one of the truly great men of all time who fully understood the need of great numbers of people for advice and protection. One sees how with the development of an increasingly complex civilization, this job had to be subdivided, yet the very breaking off has developed new dangers.

One would like to see companion volumes revealing the public relationship aspects of other professions. Their authors will have difficulties in equalling the understanding that Professor Bradway has of the outsider's point of view. This book should be widely used in professional schools of social work and in colleges and universities. It is commended for the simplicity of its style. It gives a valuable picture as to the thinking of present day leaders of the Bar on the subject covered by the book. Social workers all over the country who know Mr. Bradway and have worked with him on many projects will find further proof of his wide knowledge of social work as well as other professional literature seeking to show the way to the attainment of sound human relationships. The notes interpreting the chapters and the index are excellent. The bibliography has great value. J. PRENTICE MURPHY
The Children's Bureau, Philadelphia

Boys' Clubs in England

CLUB LEADERSHIP, *by Basil L. Q. Henriques, Warden of the Bernhard Baron St. George's Jewish Settlement. Oxford University Press. 244 pp. Price $1.50 postpaid of The Survey.*

BOYS' clubs in England, referring to boys' clubs as institutions rather than as natural social groups of boys, have established their programs to serve the working boy between the ages of fourteen and eighteen. Six sevenths of England's boys leave school to work at the age of fourteen and there are no adequate public provisions for continued education, recreation and guidance. Conditions of boy life to which the book is addressed are those found by the English city clubs in poor neighborhoods. The boys' clubs attempt to provide opportunity for informal education, recreation, guidance, friendship and wholesome surroundings during leisure hours.

Club Leadership is written from the point of view of the executive leader. It touches all phases of his responsibility, including problems of administration, understanding the boy, selection of leaders, activities, health, sex, religion and cooperation with other agencies. Those who read the book will make contact with the full experiences of a veteran worker with boys. Here, perhaps, lies its greatest value, for the author has drawn upon his long experience with actual situations to enrich the book with suggestions for a program and general work with boys.

While many will be exceedingly interested in the practical program suggestions and the social idealism of the author, some will question the assumption that character formation begins at fourteen. Others will be disappointed that case work with individual boys is haphazard and unrecorded, and while the psychology of the individual adolescent is considered, gangs or natural social groups have been completely ignored. DUANE RAMSEY
Henry Street Settlement, New York

The World's Employment Exchanges

EMPLOYMENT EXCHANGES: An International Study of Placing Activities. *International Labor Office. Published by the World Peace Foundation. 231 pp. Price $1.25 postpaid of The Survey.*

MOST of us have heard more or less about the public employment exchanges of England, pre-Nazi Germany, and some of us have even heard about the Italian system. But when this book lists no less than thirty-one independent governmental services—counting as one the various state services in the USA—most of

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the material must of necessity be new to any but the best versed in employment procedures. They vary enormously in form and set-up and they are all of particular interest in this country just now because of the new US Employment Service being established under the Wagner-Peyser Act. Such problems as that of the relation of the free public exchanges to the fee-charging exchanges and the private philanthropic exchanges, are presented with material derived from the experience of the employment exchanges of the world. Problems of specialization by occupation and sex, of dealing with all groups from seamen to "artistes" and ex-convicts, are considered along with experiences in the field of occupational changes; to what extent the seasonally unemployed can be diverted into other seasonal work occurring at different times; training facilities for the unemployed, and the use of advertising. Problems of international placing, perhaps of more importance as such in Europe than here, are nevertheless valuable because of dealing with directed labor migration. Another section takes up statistics, comparative data, wage-scales and various means of classifying data in use throughout the world; a wealth of material is presented.

There may be some doubt as to the advantages of the plan of the book, which takes one point at a time, contrasting the systems of the various countries under that head, then moving on to the next point, but as the object is not to picture the national services in their entirety but to bring out the salient points of each, the plan used could readily be defended.

RICHARD P. KELLOGG
New York City

The Eye in the Machine Age

THE LUCKY LADY, *by Margaret Prescott Montague. Houghton Mifflin. 67 pp. Price $1 postpaid of The Survey.*

IN these days when almost every periodical carries at least one article blasting the Machine Age, it was a joy to read Margaret Prescott Montague's, Lucky Lady, a gay and gallant defense of this our age, from one who has suffered from poor vision and defective hearing.

It was also heartening at this particular time when the press and news-reels are carrying many sentimental and perhaps misleading statements concerning eye operations, to read an intelligent tribute to that branch of the medical profession which brings its genius to bear on the most delicate of all mechanisms—the human eye.

I have witnessed many eye operations and have always come away with the feeling that I have seen a miracle performed. Mrs. Montague conveys in her story that sense of the miraculous.

AUDREY M. HAYDEN
Director Illinois Society for the Prevention of Blindness

Why Is a Minister?

THE EDUCATION OF AMERICAN MINISTERS, *by Mark A. May, William Adams Brown, and others. Institute of Social and Religious Research. 4 volumes. $3.50 each volume, or $12 the set postpaid of The Survey.*

WHAT are ministers really like? What sort of human beings are they? Why do they decide on the ministry as a profession? What sort of background, family training and economic circumstances do they come from? What sort of education do they acquire? What experiences do they pass through, and especially what sort of religious experiences do they have? After they get into the ministry, what sort of a job do they find to do? Is the ministry a man's task? If it is, does the minister's seminary and college training really help him in it?

These questions and many others were in the minds of the authors of this monumental work when they set out to survey the theological seminaries of this country, and see what the professional training of ministers has done and is doing, both for the ministers and for the people of the churches. The work is exhaustive and in spots exhausting. Volumes 2 and 3 contain the factual material gathered by Dr. May, who reports what the seminaries are teaching; what the ministerial education is; the fitness of ministers for

their tasks, in terms of background, insight and other factors; and so on. Volume 1 is Dr. Brown's summary of conclusions. Volume 4 contains the appendices; a mass of charts, graphs, tables and factual data incidental to the second and third volumes.

The findings are depressing enough, in all conscience. They reveal a poorly educated ministry, divided as to motives, lacking in social vision, poorly trained for the personal contacts that must be made and for the human maladjustments that must be resolved. And yet the findings reveal some glorious exceptions to these rules. A careful study of this work, by seminaries and colleges and church bodies, would go far toward remedying the major faults of the ministry as it now exists.

The entire set of four volumes ought to be in the reference racks of every college and seminary in the country, and a competent teacher of psychology or education or philosophy in every such institution ought to be given the task of teaching the major findings of this work. No more competent survey of a profession has ever been made; and nothing comparable to this has appeared since Flexner's investigation of medical men and medical schools. Heavy, factual, interesting, conclusive and convincing.

Colorado Springs, Colorado CHARLES STAFFORD BROWN

RUN OF THE SHELVES

A DESCRIPTIVE LIST OF THE NEW BOOKS

CONTAGIOUS DISEASES: What They Are and How to Deal With Them, *by W. W. Bauer, M.D. Knopf. 218 pp. Price $2 postpaid of The Survey.*

A BOOK for the home library by the director of the Bureau of Health and Public Instruction of the American Medical Association.

MONEY LENDING IN GREAT BRITAIN, *by Dorothy Johnson Orchard and Geoffrey May. Russell Sage Foundation. 176 pp. Price $2 postpaid of The Survey.*

THE fourth volume in a series presenting a general survey of small loans under the direction of Louis N. Robinson for the Russell Sage Foundation.

I KNOW *JUST* THE THING FOR THAT, *by J. F. Montague, M.D. John Day. 255 pp. Price $2 postpaid of The Survey.*

DEDICATED to "patients without doctors and doctors without patience," this is a jaunty discussion of common sense and its opposites in health habits by a specialist in intestinal ailments.

NATURE, M.D., *by Richard Kovács, M.D. Appleton-Century. 175 pp. Price $2 postpaid of The Survey.*

THE clinical professor of physical therapy at Polyclinic Medical School and Hospital, New York City, writes in laymen's terms about the healing forces of heat, water, light, electricity and exercise.

THE SINGLE WOMAN: A Medical Study in Sex Education, *by Robert Latou Dickinson and Lura Beam. Reynal and Hitchcock. 460 pp. Price $5 postpaid of The Survey.*

A DETAILED and comprehensive scientific study for professional readers of the case records of 1078 single women, published for The National Committee on Maternal Health, Inc. The book is a companion volume to Dr. Dickinson's previous study, A Thousand Marriages, and will be followed by a third, Sex Patterns: A Source Book, completing the analysis of case records from the author's own practice and the practice of other cooperating physicians. The present publication deals with the physiology and psychology of single women who consulted the physician, and their conflicts and satisfactions in social, professional and personal relationships. Dr. Dickinson concludes that, "Sexual illiteracy is costly. The truism that education usually has a better time than ignorance bears repeating. The present tendency of education is toward discovery of the relation of sexuality to life and character as well as to offspring."

BOOKS THAT LIVE ON
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COMMUNICATIONS

Letters of Julia Lathrop

To the Editor: May we ask that you call the attention of Survey readers to the fact that we are assembling material for a book—Life and Letters of Julia Lathrop—and will be very grateful if any who have letters or other papers written by Miss Lathrop will send them to Grace Abbott, 528 17th Street, N. W., Washington, D. C., for our use. If desired, they will be copied and originals returned promptly. If return is not requested, they will be filed with the Julia Lathrop papers in the manuscript division of the University of Chicago Library.

Jane Addams and Grace Abbott

Federation Workers Protest

To the Editor: We have read with interest and perplexity your article [editorial] Social Workers Strike, in the March issue of the Midmonthly Survey. We are at a loss to understand your disregard of the background and full significance of the stoppage of five hundred organized workers who have fought for two years against the wage-cutting policy of the New York Jewish Federation.

During the past two years the employes of Federation have suffered a continuous lowering of their standard of living as a result of budgetary reductions by Federation to its constituent societies. Since 1931 the various categories of workers have suffered as many as three and four cuts in their salaries in the face of rapidly mounting costs of living. In addition, all regular increments have been suspended. Cuts have aggregated as high as 33 and 37 percent of the 1931 level—not merely 21 percent as you report.

The stoppage of the Federation workers was not a sudden action. As each salary cut was announced, the Association of Federation Workers petitioned the Board. The Association held mass meetings of workers and passed resolutions that were presented to Federation

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Will you do us a favor? The January and February Graphics proved so popular that we are completely out of stock. If you have finished with your copies, will you mail them to us so we can hand them on to some other reader who has not received them? We shall be grateful.

throughout 1932 and 1933. Representative delegations repeatedly presented the position of the workers to the leaders of Federation. Workers' Councils of individual agencies protested to their respective Boards. After all these negotiations, when the workers had not received a satisfactory reply to their requests, a stoppage was effected. The workers were given no alternative.

The association of Federation Workers is a protective organization of all employes of the Jewish Federation—professional, clerical, maintenance, hospital, and so on. It recognizes that its interests are identical with those of the working class; that the Federation is the employer of workers in its constituent agencies. The association recognizes Federation as responsible for maintaining livable standards for its workers.

The workers cannot accept the assumption that the resources of Federation are limited, that its responsibility to its employes and to the community is therefore automatically fixed and that its only alternative is to shift part of the cost of maintaining the social-service program onto its personnel. The workers do not question for one moment the absolute necessity of not only maintaining, but also of expanding the welfare facilities of the community. The workers believe that an analysis of the situation necessitates the contrasting of the resources and the ability to pay for the community-welfare needs of four conceivable parties: 1, the industrialists and financiers; 2, the state; 3, the employes; and 4, the clientele.

The Association of Federation Workers unhesitatingly states that a consideration of the relative resources and responsibilities of these four groups leads to the conclusion that the industrialists and financiers, that is, the employing group generally, are best qualified to meet the cost of private philanthropy. If they are unable to do this, the only alternative resource is the state. Under no consideration should either the workers or the clientele be asked to bear any portion of the burden through retrenchment of relief, salaries or services.

This view is supported in an address delivered by Mr. Louis Kirstein a year ago, in which he stated, "There are still plenty of men of wealth in this country. These men have been the greatest benefactors of our present way of doing things. Though their equities may have shrunk, their wealth is still relatively great. They must realize that of all people in the United States, they have the least legitimate grounds for sympathy. So long as they have wealth, they must give."

Your article states, "The annual campaign of the Jewish Federation has for three successive years fallen short of its goal." Upon whom should the burden of responsibility for this fact fall? Upon the workers and clients or upon the industrialists and financiers? Should the workers and clients continue to have their living standards forced downward or should the industrialists and financiers forget their self-imposed limited contributions and give more? The workers and clients who have seen and felt the misery and suffering that have resulted from "our present way of doing things" find it exceedingly difficult to weep for the industrialists and financiers who protest that their resources are limited.

Fully cognizant of all the elements in the situation, the Association will continue to protect the interests of the workers and fight against all retrenchments on the part of Federation.

JENNIE BERMAN
Chairman, Association of Federation Workers, New York City

GOSSIP: of People and Things

Abroad and at Home

PSYCHIATRICALLY minded travelers have a new Mecca this year in the summer session of The Psychological Center, Paris, under the distinguished direction of Dr. Otto Rank. Courses, lectures and seminars are offered for students, practitioners, counselors, teachers, ministers and social workers in psychiatry and psychotherapy, child guidance and psychiatric social work and general counseling. The general dates of the session are July 16–August 31, some courses include August only. Rates $12 per course or $60 for all lectures and seminars for students and practitioners. For further information, including living costs, lecturers and the like, write The Psychological Center, 9 Rue Louis-Boilly, Paris, France.

In this country, psychiatric dates ahead include the 90th annual meeting of the American Psychiatric Association, Waldorf-Astoria Hotel, New York City, May 28–June 1; meetings of the American Association for the Study of Mental Deficiency, also the Waldorf-Astoria, New York City, June 25–28; and the annual summer-school of the Rome State School, Rome, New York, July 5–August 16. The Rome Summer School offers courses in abnormal psychology, psychometric examinations, social case work, industrial arts and the teaching of retarded and mentally deficient children. There is no tuition charge; board and lodging are $6 a week.

The New England Health Education Association has set June 1–2 for its annual conference, to be held at the Massachusetts Institute of Technology, Cambridge, Mass. For a copy of the program, address the president of the Association, Mary Pfaffman, The Boston Dispensary, 25 Bennet Street, Boston, Mass.

Four universities offer courses this summer for teachers and supervisors of sight-saving classes: State Teachers College, Buffalo, N. Y.; University of Chicago; University of Cincinnati; Teachers College, Columbia University, New York City. Further details from the colleges or from the National Society for the Prevention of Blindness, 50 West 50 St., New York City.

How to teach home hygiene will be the subject of Red Cross summer courses for nurses offered at various dates at the University of California, Los Angeles; Pennsylvania State College; Syracuse, N. Y., University and Colorado College. Details from I. Malinde Havey, director of Public Health Nursing and Home Hygiene Service, American Red Cross, Washington.

THE Psychological Institute of the University of Vienna will hold its third annual summer-school for American students from July 9 to August 8. Courses, taught in English, include: Language and Personality, Childhood and Adolescence, Biographical Methods, Viennese Tests for Children, Experimental Psychology and Business and Social Psychology. The University of Kentucky, Lexington, is supervising the courses. For details query the educational director, Henry Beaumont, at the U. of K.

IN Paris at this time, representing the United States at the joint meeting of the International Association for Prevention of Blindness and the International Organization Against Trachoma, are Lewis H. Carris of New York and Dr. Park Lewis of Buffalo, both associated with the National Society for the Prevention of Blindness.

HOME for his first visit since 1931 is Dr. Judah L. Magnes, chancellor, of the Hebrew University in Palestine. Accompanying him for conference with American members of the board of governors of the University are Dr. Max Schloessinger, vice-chancellor, and S. Ginsberg, registrar. Dr. Magnes, a leader in the cultural and religious life of American Jewry, has been chancellor of the Hebrew University since 1925. He will return to Palestine late in May.

P.S. He Got the Job

THE character and quality of his "pure criticism" has landed Leon Henderson of the Russell Sage Foundation in the heart of the NRA as chief of its division of research and planning. Mr. Henderson went to Washington some months ago with a quiverful of critical arrows aimed at the NRA's protection of consumers. His shafts so stirred General Johnson that he appointed the New Yorker a special assistant to himself charged with the duty of being "purely critical." Now comes his appointment to head a division, with a staff of 250, the development of which has not, it seems, kept pace with its importance.

THE Girl Scout National Training School swings into its summer program on May 14 when the first contingent of the season will open Camp Edith Macy in Westchester County, N. Y. Two weeks' courses follow each other until October 1. For information address Hazel K. Allen, director, Camp Edith Macy, Briarcliff Manor, N. Y.

THE Georgia State Conference on Social Work, "the best we've ever had," chose Thomas B. Mimms, acting head of the State Department of Public Welfare, as its new president.

"CONSULTANTS in social-work interpretation" has replaced the Exhibits Division of the Department of Surveys and Exhibits of the Russell Sage Foundation as the covering title for the work of Evart G. and Mary Swain Routzahn as staff members of the Foundation. This is a change in name only and does not affect the nature of the work done. The exhibit, earlier recognized as an important tool for public education, has for some time been absorbed into the broader field of educational publicity in the department's studies.

LESTER B. GRANGER, recently associated with the Bordentown Manual Training School and formerly with the Urban League of Los Angeles is now business manager of the magazine, Opportunity.

IN the list of forty American research workers and workers in the creative arts to whom Guggenheim Fellowships have recently been awarded, is the name of Frank Tannenbaum, erstwhile Survey author, whose fellowship, granted last year, has been renewed for 1934 to permit him to continue his studies of the agrarian problems of Peru and Argentina. On the list also is Tom Tippett, formerly professor of economics at the Brookwood Labor College, who is preparing a volume dealing with certain aspects of the coal industry.

When Lindeman Speaks

FROM an advance release concerning a meeting in Boston: "Prof. Eduard C. Lindeman of the New York School of Social Work will talk on adult health education with reference to adult health education."

THE annual meeting of the Canadian Public Health Association and the Canadian Tuberculosis Association will be held in Montreal, June 11–13.

CORINNE WEIL, secretary of the Family Welfare Association of Evansville, Ind., was recently married to Robert Mattuck and will make her home in England. Eleanor C. Denny succeeds her in Evansville.

NEW board members of the National Probation Association include: Judge Joseph M. Proskauer, president of the Jewish Federation of New York; Chester I. Barnard, recently director of the New Jersey Relief Administration; Professor Thorsten Sellin of the University of Pennsylvania and Frank C. Van Cleef, Cleveland business man.

DEATHS

THE sudden death of Walter Leo Solomon was a shock to settlement workers generally but particularly to his many associates in New York and Cleveland between which cities his professional life had been divided. He was head worker of the Council Educational Alliance of Cleveland and founder of the Settlement Union in that city.

NANNIE JACQUELIN MINOR, pioneer nurse and social worker of Virginia, for many years director of the visiting-nurse organization of Richmond and later of the public-health-nursing work of the State Board of Health, died recently.

THOMAS M. HART, who for a number of years was identified with social work in New York, chiefly in the field of housing, was found dead in Mobile, Ala., recently, apparently murdered after being robbed. He was at the time on the staff of the Alabama Transient Bureau.

HELEN STEWART EDMUNDS, district supervisor of the Louisiana Emergency Relief Administration, died in Florida late in the winter. Although ill for a long time she carried on her work almost to the end. Mrs. Edmunds, who is survived by her husband and two young children, was well known among social workers through her early connections with the National Travelers' Aid and the American Red Cross, and, in New York, with the Queens' Family Welfare Society and the South Harlem Emergency Relief Bureau. She went to Louisiana in 1932 to help organize emergency relief.

THE SURVEY

Vol. LXX. No. 6 MONTHLY June 1934

CONTENTS

FRONTISPIECE.....*Crew of the National Conference* 178

RISING TO A NEW CHALLENGE.....*Gertrude Springer* 179

THE NATIONAL CONFERENCE AT WORK
Gertrude Springer and Helen Cody Baker 181

THE PRESIDENT'S POSITION.....*William Hodson* 189

OUR ILLUSIONS REGARDING GOVERNMENT
Mary van Kleeck 190

FERA—Yesterday—Today—Tomorrow.....*C. M. Bookman* 191

1000 DELINQUENT BOYS
Harry L. Eastman, David Dressler, George S. Stevenson, Richard C. Cabot, M.D...... 199

THE COMMON WELFARE 203

BOOKS..... 206

"Miss Bailey" is on vacation this month and the usual article in the series, Miss Bailey Says . . ., is omitted. She will return in the July Midmonthly discussing When Clients Are Set in Their Ways, and will continue regularly thereafter.

Files of The Survey will be found in public and college libraries. All issues are indexed in the Readers' Guide to Periodical Literature. Ask the Librarian.

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SO THEY SAY

Even a sociologist is not in on the secrets of Heaven.—*George Belane, Boston.*

. . . that even justice which everybody howls for and nobody wants.—*New York Times editorial.*

Education, not law, must solve problems of taste and choice.—*Judge John Monroe Woolsey, New York.*

Freedom from work is still all that leisure means to millions.—*Ernest Elmo Calkins in Recreation.*

If we treat the destitute unemployed like human beings they will act like human beings.—*Elwood Street in The Forum.*

In group thinking we need less passion and more thinking.—*Helen Cody Baker, Chicago Council of Social Agencies.*

The state has a right to punish prisoners but it has no right to destroy them for all future use to society.—*Judge Max G. Baron, St. Louis.*

If there is anything in our economy that is dependent upon capitalism it is philanthropy.—*Mark M. Jones, social economist, New York.*

It is high time that our whole business world faced the need of moral repentance.—*Rev. W. Russell Bowie, Grace Episcopal Church, New York.*

Facts won't make people plan for their communities. People have to want to plan.—*Neva R. Deardorff, director of research, New York Welfare Council.*

Universal health insurance and group medicine are probably much nearer than we think.—*Homer Wickenden, general director, United Hospital Fund, New York.*

Higher education is not a luxury but a necessity for a country which hopes to achieve something more than material success.—*James Bryant Conant, president, Harvard University.*

As long as public office is considered public property for the gain of the officeholder, public rights never will be protected.—*Judge Florence E. Allen, US Circuit Court of Appeals.*

Life, individual or social, is associated with a persistent effort to determine where lies the middle of the road that leads to progress.—*Bailey B. Burritt, director, New York AICP.*

The appalling thing about consumers is not only the slowness with which they get going, but their incredible relentlessness when they do get started.—*Henry W. Wallace, secretary of agriculture.*

The youth of America is not ready or willing to scrap liberty, but they are looking upon it with enquiring minds.—*Carl W. Ackerman, dean, Columbia University School of Journalism.*

The economic law of a highly productive system requires only the continuous recirculation of large incomes, not their elimination.—*David Cushman Coyle to American Society of Mechanical Engineers.*

When any man ventures to scoff at the use of brains in government he should be asked to explain by what part of the anatomy he believes human affairs should be conducted.—*Donald R. Richberg, counsel, NRA.*

I cannot accept the simple thesis that the depression . . . is merely a depression to be solved by a recovery. We need not recovery alone, but reform, and both of them at once.—*A. A. Berle, Jr., city chamberlain, New York.*

I do not believe that people can be compelled to do for long anything that is alien to their national character and I do not believe that there are any safe compulsions which may be used on human nature.—*Rexford G. Tugwell, under secretary, Department of Agriculture.*

Crew of the National Conference

Left to right: C. Whit Pfeiffer, secretary Kansas City Committee on Arrangements and director the Charities Fund; Howard R. Knight, general secretary National Conference of Social Work; Katherine F. Lenroot, Conference president for 1935, assistant chief, US Children's Bureau; William Hodson, Conference president for 1934, commissioner of public welfare, New York City; Evelyn K. Davis, New York, chairman National Committee on Volunteers in Social Work, assistant director National Organization for Public Health Nursing; Eduard C. Lindeman, New York School of Social Work.

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Rising to a New Challenge

The National Conference of Social Work Hears an Evangelist—and Likes It

By GERTRUDE SPRINGER

INTELLECTUALLY controversial, emotionally explosive, shaking the staid, thrilling the adventurous, the National Conference of Social Work, meeting the last week in May in Kansas City, Mo., brought professional social workers to the crossroads of social if not political philosophy. The Conference opened on a low note, with relief, its sins of omission and commission, as the theme. Here were more than 4400 delegates, preponderantly young, abundantly masculine, who were dulled by disillusion. The glowing enthusiasm with which they had left the Detroit meeting a year before was cold and dead. Qualified promises could no longer stir them. Dreams had been lost in confusion and they saw nothing ahead but hard reality.

For a day they went their sober way, conscientiously threading through the program to their special interests. The speech of Rexford G. Tugwell that first night, with its challenge that "We stand, face to face today, with a clear choice and all of us have to take sides," brought the first stirring. Then came swift-running rumors that Mary van Kleeck, director of the Department of Industrial Studies of the Russell Sage Foundation, New York, and virile critic of the New Deal, would offer a choice still more adventurous than that presented by Mr. Tugwell.

Everything that happened afterward at the Conference must be viewed in the light of the psychology engendered at the meeting on May 22 when 1500 people jammed into a hall designed for a third that number, blocked aisles and exits, and actually endangered themselves in their determination to hear Miss van Kleeck discuss Our Illusions Regarding Government (see page 190). Never in a long experience of conferences has this observer witnessed such a prolonged ovation as followed the concluding period of Miss van Kleeck's cool, beautifully reasoned and dispassionately argued case for a break with our existing form of government into a collectivism shorn of the profit motive. To her wearied and discouraged colleagues in social work she brought a new hope and dream when they had ceased to hope and dream, and she came in the person of an undeniable leader, clothed with the courage for a good fight.

The effect on her hearers was electric. The younger and more volatile rose as to a trumpet-call. The soberest were shaken. Even the numbers who only faintly knew what it was all about reacted in a way that can only be described as a shot in the arm. From that moment a good part of the Conference threw its earlier concerns to the winds and went off in full cry behind leaders of one gospel or another. The Tugwell school of thought had voluble adherents (see page 187). Eduard C. Lindeman of New York, with his urgence to "find goals which can be realized and acted upon" (see page 185), gained steadily in followers throughout the week, though he did not have the "good press" enjoyed by Miss van Kleeck.

At the conference dinner, the night following the van Kleeck sensation, William Hodson, president of the Conference, took cognizance of what he termed "the repudiation of the present national administration" by a "distinguished member of this conference" and made it the occasion for stating his own position (see page 189). Mr. Hodson's remarks had the effect of taking Miss van Kleeck and her followers out of the stream of the Conference and, to his own surprise, making their cause an issue of free speech. Hotheads sought means of getting protests onto the floor of the Conference, but in only one group, and that not affiliated with the Conference, did the excitement crystallize into a resolution "respectfully but firmly" protesting "the action of the president of the National Conference of Social Work in criticizing and opposing . . . a single paper read before and at the request of one division. . . ."

For the rest of the week the impact of personalities threw the Conference out of all balance and proportion. Distinguished and scholarly papers presented by national figures who had traveled long distances to present them, were greeted by a corporal's guard of listeners while the largest halls available

would not hold the crowds following the proponents of new ideologies. Somewhere around the rim of the whirlpool, faithful souls who refused to be drawn into the swirl, gathered together for the programmed discussion of such subjects as case work and child care and delinquency and so on, but it was an adept chairman who could hold the discussion clear of allusions to the excitement that permeated the corridors and surged in hotel lobbies. The issues that had promised to be controversial were lost. The questions raised by children's court and probation officials over the Glueck study, One Thousand Juvenile Delinquents (see 1000 Delinquent Boys by Richard C. Cabot, M.D., The Survey, February 15, 1934, page 38), had one brief airing and were never heard from again. The whole business of federal relief, the planned backbone of the Conference, was dutifully treated. Harry Hopkins' qualified promises of a planned public welfare system were listened to respectfully (see page 186), but the applause must have sounded strangely tame to one who only a year before in Detroit had had the power to lift social workers off their feet. The proposals for medical and health insurance which, it had been anticipated, would sweep one wing of the Conference into controversy, raised little more than a passing breeze. The discussion over public or private dominance in future social work never reached its anticipated proportions. The meeting to vote on changes in the organization structure of the Conference, for years held sacrosanct, mustered only a sprinkling of folk to vote a hasty Aye and go their way.

Opinions were divided as to the extent of the conviction—or conversion—of Miss van Kleeck's large audiences. The réclamé of the first meeting and its provocative reports in the local newspapers undoubtedly stimulated interest in the later ones. The Hodson statement, plus Miss van Kleeck's rejoinder when she repeated her paper, Our Illusions Regarding Government, before an almost riotous meeting under the wing of the somewhat dazed but highly gratified Joint Committee on Unemployment, helped to make her a symbol of something splendidly courageous or terribly dangerous, according to the way you looked at it,—anyway, somebody to see and hear. The situation had certain elements of the big American public going to see a fight. It would be unfair however to imply that curiosity had too much to do with the case. It went deeper than that. Here was a hope held out to those who were all but hopeless by a woman whose intellectual integrity and high courage, whether you agreed with her or not, were above challenge.

THERE were many interesting and wholly idle conjectures as to the way the crowd would have turned had Mr. Tugwell remained in Kansas City and given three addresses instead of one, and of how a poll of the conference as between Tugwell and van Kleeck for president would have turned out. Opinion generally seemed to give the Tugwell platform of a planned and regulated economy within the framework of democratic government a substantial lead; but everyone admitted that there were plenty of people in the Conference, especially among the younger element, who were ready to follow Miss van Kleeck over the fence or anywhere else. As a matter of fact, the Conference chose its next president out of the government itself, Katherine F. Lenroot of the Children's Bureau; and nominated for the succeeding year a man whose liberality is well known but who, by no stretch of the imagination, can be called radical, the Very Rev. Monsignor Robert F. Keegan of the Catholic Charities of New York City.

This sixty-first annual Conference found itself, to its own amazement, more radical—or more free if you like—than any of its predecessors. As someone pointed out, there have always been radical sideshows, but this year the radicals had the big tent and the conservatives were in the sideshows. Yet curiously enough there was little difference of opinion on the salutary effect of the impact of dynamic thought on this particular conference. It pulled it out of old ruts and invigorated it from top to bottom. There were various prophecies as to what it might do to future conferences. There were even people who ventured that within two years the new current will have broken out of the present Conference stream into a channel of its own. There were among soberer heads, most of them it must be admitted tinged with gray, serious fears that if social workers carried back to their communities the do-or-die spirit in which many of them left Kansas City, if they followed the counsel to ally themselves with the radicals of their communities, they would promptly find themselves jobless and out on a limb. The acid test of the conversion of the social workers to the new doctrines through the intellectual logic of the new leaders will come when the mass emotion engendered at the Conference meets the stark realism of local communities and quite possibly finds personal security endangered.

MARY VAN KLEECK
Stormy petrel of the Conference

The Conference ended almost solemnly. Some 800 people heard Monsignor Keegan's counsel to be of stout heart; saw Mr. Hodson pass the gavel to Miss Lenroot with the words, "Katherine, I am giving you a great responsibility," and heard her promise, her voice shaken with feeling, "For the coming year social work shall march on." For a long moment everyone sat quiet. The hall emptied slowly. There was no gathering in groups to talk things over. Each went his way. It was as though every man and woman there was looking deep into his own heart.

The National Conference at Work

By GERTRUDE SPRINGER and HELEN CODY BAKER

THERE really was a conference as well as a revival and plenty of people went their way through the program focused on the realities of the professional job in the current scene. With the single exception of the Boston conference in 1930 with a registration of 5100, this one, with 4418, was the largest in conference history. Every state in the union was represented.

The conference opened dully on a hot Sunday night. The heat, the crowd, the long "opening exercises," the address of the president, William Hodson, frankly the unprepared effort of a tired man who had flown that afternoon from New York in order to be there at all, left the audience weary and restless. Word had passed that the address of C. M. Bookman on The Federal Relief Administration (see page 194) would be available in printed form. As a result of all this his spoken words were given to a crowd in full retreat. It was not until the next night that the delegates and a large audience of Kansas Cityans found their first "lift" in the address of Rexford G. Tugwell, assistant secretary of agriculture, on Relief and Reconstruction. The gist of his philosophy is stated elsewhere in this issue.

That plaguing question, "Where is the money coming from?" had an answer in the address of Herbert D. Simpson, professor of public finance at Northwestern University, given at the third general session. His assurance that, even by banker reckoning of resources, this country can afford "whatever amount of social work is deemed wise and necessary" fell on grateful ears. Professor Simpson was caustic in his criticism of present forms of taxation for purposes of relief, especially the general property tax: "To tax deflated farmers for the relief of deflated farmers, or to tax unemployed home-owners for the relief of unemployment seems to imply a degree of intellectual bankruptcy more acute than our economic insolvency." He described the sales tax as "taxing the relief basket to provide funds for purchasing another relief basket." He deplored the support by social workers, under the pressure of emergency needs, of "hasty, unwise, and vicious tax legislation," and prophesied that as a result of these stop-gaps "our statute books are going to be cluttered up with a mass of haphazard, half-baked, indiscriminate tax legislation which it may take twenty years to get rid of."

Professor Simpson believes that all relief and social work specifically associated with periods of depression ought not to be financed out of taxation of any kind but out of public credit: "The wisest of all tax policies would be to suspend taxes entirely during periods of acute depression, expand the volume of public borrowing to carry all expenses, and resume taxation again when business and industry have been restored to normal conditions."

The dinner on Wednesday night, with Harry L. Hopkins as featured speaker, turned out, by an unhappy combination of circumstances, to be a low spot. Twenty-five hundred people, crowded at tables in a large airy dance hall, remained practically unfed to the bitter end. The long table of delegates representing public social work in every state in the union, imposing in its idea, was lost in confusion. In spite of the efforts of an extraordinarily agile song leader good nature was badly strained. The clatter of waiters almost drowned the graceful little ceremonies of presenting the medal of the Conference to the surprised and wholly overcome veteran, Uncle Alec Johnson, and a great basket of flowers to social work's representative at the Montevideo Pan-American Conference, Sophonisba P. Breckenridge of Chicago. But not even confusion could spoil the charm with which Miss Breckenridge, following the lead, she said, of Jane Addams, who always gives quickly to someone else a gift which she likes very much, passed the tribute down the table to Uncle Alec. Nor could confusion mask the sincerity with which the gathering voted to send greetings to Miss Addams and Graham Taylor, absent but not forgotten leaders.

But in spite of this interlude Mr. Hopkins, when he rose to speak, faced an audience which, like himself, had borne about all it could. He spoke briefly and in generalities, assuring his listeners that "the administration will travel down the road which leads to security for the people and their homes," and that "we who serve the government have no apologies to make. I know of no government in the world I would rather serve than that of the United States." It was not the kind of message the Conference or Kansas City had expected and, even discounting all the strains that the evening had imposed on his—and their—patience, the delegates were distinctly let down.

BY the Friday night when Warren S. Thompson of the Scripps Foundation spoke on Population Trends and Social Work the delegates had gotten themselves into such an emotional vortex that his cool, scientific projection of their problems into a distant future fell on grateful ears. Anything that was definitely slowing down, even the birthrate, sounded good. His assurance that by 1980 we should be living in a middle-aged world was faintly comforting, in the face of ebullient youth movements, and the tasks of social workers which he envisaged in that world looked almost easy in contrast to those which now engulf them.

The section meetings, new device in conference organization (see The Survey, April 15, 1934, page 114) met all expectations by affording a balanced appraisal of the current situation in relation to relief and to larger social aspects as well.

Joanna C. Colcord of New York had a full house for the section on the administration of emergency relief. Here was an impartial analysis and summing up and, finally, the recommendations of the Committee on Current Relief Program, Division of Government and Social Work, of the AASW, for which Miss Colcord acted as spokesman. Few people could have heard that presentation without feeling that these social workers knew what they were talking about and could be trusted to ask for reasonable and righteous things. The plea for "a work program broad and diversified enough to provide reasonably suitable jobs at all times for all employable people who cannot find employment and are unable to maintain themselves otherwise," brought the kind of applause that denotes conviction. There was no evasion, no demand for the impossible in:

> We should like to see wages and hours so adjusted, in compliance with NRA standards, as to produce cash earnings which will provide a minimum subsistence without supplementary home relief.

Kansas City Star and Times

We believe that it is within the competence of this nation to provide such work opportunities, and within its power to pay the bill.

Miss Colcord's committee recommended "further discussion of the proposal to divorce the administration of relief work from the provision of home relief by placing it under a separate division of government," and squarely faced a future in which large numbers of people are going to be quite permanently barred from participation in the ordinary processes of industry; in which the chance to work at all will be a precious opportunity, eagerly sought after; and in which the agencies of government will have to exercise imagination and ingenuity as never before to develop worthwhile tasks in the public service to use the powers which the machine has usurped.

These social workers asked too, for more active stimulation by the federal government of home relief in cash, and more positive policies for putting home relief on a "basis of true budgetary deficiency—including a normal allowance for rent." Turning their attention to the three-point program announced by the President in February, they "deplored any rigid separation between the relief program in the country and the city," and urged more individual consideration of rural families, who might possibly be unable to raise their own food on a "sink-or-swim basis." Cash wages were preferred to work-for-relief; the small farmer should not be reduced to peasantry but "permitted to become again a consumer of manufactured goods." On the second point they said in effect:

> Go slowly before removing stranded populations wholesale. Perhaps you can develop better conditions on the spot by using all the ways we know of rebuilding bodies and minds. Get them ready for a change, be sure they know what they are doing—then take only volunteers and not all of those.

They approved the decision of the Work Division of FERA to pay cash wages in urban regions but suggested as modifications in announced policies that workers should not be laid off at the end of six months, that working days should be adjusted to the number of dependents instead of based on a flat maximum of hours, that states should be required to cover all relief workers with compensation insurance and that the National Reemployment Service should be continued as an FERA work project registering all applicants for work relief.

The discussion which followed Miss Colcord's presentation centered on the committee's final recommendation: "That the FERA regard the care of families and persons who have no legal residence as its continuous responsibility as long as our settlement laws remain unamended," and that medical care, housing outside of congregate shelters and a work program with cash wages be included in the program.

AKIN to this appraisal of the administration of relief was a panel discussion, later in the week, led by Kenneth L. M. Pray of Philadelphia, substituting for Dorothy C. Kahn, which tried to find an answer to the question, "What Is Adequate Relief?" Out of a maze of discussion which seemed at first to lead nowhere but which gathered momentum and direction as it proceeded, several conclusions emerged that satisfied both speakers and listeners:

1. By adequate relief we mean food, clothing, shelter, protection of health and care in illness, and above all the conservation of self-respect which keeps people employable.

2. We cannot issue a blanket prescription for such adequate relief. We must consider individual needs. A permanent wave may be essential to a certain woman; the daily paper to a certain man.

3. Contributors and taxpayers have a right to demand that we spend their money wisely and economically. But when our most careful thought convinces us that a saving today means increased expenditures tomorrow we must tell the community about it and work with it toward this real economy.

4. Rent should be a part of every budget. Shelter is a basic necessity, "even in a temperate climate." Why should landlords pay the relief bill when grocers do not?

5. Work relief is preferable to cash or kind, but honest jobs are better still, and there is no real substitute for genuine employment.

Another section meeting the same morning served to draw relief administration out of the general and into the particular in state, city and rural programs. Aubrey Williams of the FERA was the competent witness for his own organization as it operates in the states. His talk was enlivened with thrusts at an economic order in which millions must live on relief, and at public ideas of what constitutes adequacy. Difficulties of administration are created, he said, by local attitudes. Political obstacles occur only when politics so permeate the life of the state that it is impossible to find persons of parts not mixed up with one camp or another. So:

> Through the maze of needs and desires of the unemployed, the requests of public officials and the desired procedures of social workers it has been necessary to evolve a program within the money available and oriented to the plans of the national recovery efforts. . . . Only by experimentation and innovation, by struggling away from what we had, can we hope to work out something better.

Walter W. Pettit of New York, recently associated with the state TERA, stressed the more permanent aspects of a city relief program, pointing out that work relief demands more imagination than it has yet received if the morale of the workers is not to suffer. Decentralization of relief authority is, he believes, essential to a city relief program.

Mary Irene Atkinson of Columbus, Ohio, took her listeners into the country, dogwood in bloom, the spice of pine in the air, to the home of a back-country farm family. Through the vignette of this family she pictured the ravages of unemploy-

ment through the countryside, little known because out of sight. Standards of personnel in rural areas have been so low, she said, that the people have become conditioned against social work through their experience with those whom they regard as social workers. Welfare services in rural areas must be indigenous, with participation and integration—those noble successors to cooperation and coordination—as the corner-stones of future programs.

Coming in still closer to the administration of relief, another section meeting, led by Wilfred Reynolds of Chicago, considered special treatment for special groups, choosing out of many the Negro, the alien and the unattached woman, who have this at least in common, that broadside relief breaks down badly for all three. Forrester B. Washington, director of Negro work of the FERA, spoke for his own people. Federal relief, he said, is being exploited by employers who, instead of carrying Negroes side by side with whites on the payroll through slack periods, are dumping them on the relief agencies out of all proportion to their numbers in the population. The advances made by Negroes in the past seventy years are being wiped out and they are being thrust into attitudes of chronic dependency. "They are desperate and are turning to sources of help that are new to us. They change their religion and their politics—deny their race. Socialism and Communism attract them. But everywhere the cards are stacked against them."

Edith Terry Bremer of New York, spoke for the aliens, six million of them, speaking forty different languages, who had come to America in the hope of work and found themselves discriminated against and helpless in the depression. Naturalization is a tedious process, impossible to the illiterate, almost impossible to the poor person at a distance from the cities. Mass repatriation is not as simple as it sounds.

IT was a relief to the delegates at this meeting to turn from such large and baffling problems to one relatively compact, —the unattached woman, whose cause was pleaded by Mary Gillette Moon, director of women's work of the Illinois Emergency Relief Commission. She traced the emergence of these women from the chimney-corner to the economic firing-line and the thrust back into dependency which the depression has dealt them. Now such a woman clings desperately to the remnant of her independence. Congregate care breaks her spirit. Only the most discriminating case-work service can help her. Fortunately she is counted only by thousands, not by millions, and such care can be given by enlightened relief agencies. A friendly courteous contact is the beginning. Service comes next,—medical and psychiatric treatment, cash relief, temporary help for the well-trained woman, training for girls who have never worked and, for the forty- to fifty-year-olds who have had no training or who have lost their skills, the development of genuine client participation.

The discussion of the Maintenance of Physical and Mental Health presented by Dr. Kendall Emerson of the National Tuberculosis Association, represented the joint conclusion of a committee of ten public-health authorities. Dr. Emerson traced the effect of the depression on both the donors and recipients of health services and counted up losses and gains. We are, he and his associates believe, on the eve of a federal health program which will

> preserve the form of state authority with correlation and unification stimulated through research in the federal service and through the wise use of subsidies in the form of personnel and grants-in-aid. . . . I am inclined to believe that health insurance is the real answer to our request for a national health plan.

A more specific plan for medical and health care, a "plan designed to meet American needs, to operate under American conditions and to conform with the existing American system of government and society" was offered in the paper prepared for one of the last section meetings by John A. Kingsbury of the Milbank Memorial Fund, New York. Readers of The Survey are already familiar with the essence of this plan (see Survey Graphic, June, page 285). Perhaps it was sympathy for the personal tragedy which called Mr. Kingsbury away at almost the hour for his appearance on the program that dampened the anticipated controversy over this paper. More probably it was the clarity and cogency of his arguments that confounded his critics. Significant certainly was the remark of a Kansas City physician as he left the hall, "I came to scoff. I go away to think."

The discussion of The New and Changing Relations of Local, State and Federal Governments brought out a houseful of public officials from all over the country. In the absence of Louis Brownlow, ill at his Chicago home, Frank Bane, also of Chicago, led the discussion to the conclusion that:

> Three things we surely have learned out of the rapid changes of the past four years: 1. That the field of regulation must be as broad as the field of exploitation. 2. That the area of control must be as wide as the area of crime and disease. 3. That the realm of care, cure and prevention must be as extensive and far-flung as the forces of misery.
>
> We are learning that our federal government must be a service organization; that states must extend their activities and that there are many things which cannot be done by ourselves alone or with the help of our township, county or municipal governments.

Eduard C. Lindeman

CHOOSE goals which can be realized and acted upon. Too many fine radicals are lost through frustration.

Many of the things now going forward under the NRA are good things.

Help with these whenever and wherever you can. One perfect example is the TVA.

Find a resolution between facts and feeling, action and thought.

Stand behind organized labor whenever and wherever you can.

Here are definite things which you can do. Go home and begin today.

The section on The Problems of Reemployment, led by Shelby M. Harrison of New York, found itself staggered by the succinct figures of Isador Lubin, US commissioner of labor statistics, indicating that "a return to the production of 1929 by the manufacturing and non-manufacturing industries of the country, cannot, in itself absorb more than a half of the existing unemployed." Mr. Lubin examined the various fields of employment and came to the conclusion that the only one in which we can logically, without marked shifts in our living habits, look for expansion of employment is in the professions, in those services of health, education and recreation which do not lend themselves to the regime of private profit. But "expansion cannot be expected without greatly increased expenditures on the part of government. . . . Continually increasing income will have to be taken from the profits of industry and through inheritance taxes for employment in fields where we are today greatly undermanned."

In considering how the stranded unemployed could be adjusted to industry M. R. Trabue of the Bureau of Educational Research, Chapel Hill, N. C., questioned the desirability of "working out effective techniques for the adjustment of human beings to an industry organized solely for the private profit of a few owners." But in any case:

> the most important fact to be recognized is that unemployed persons differ from each other to an enormous extent. They are not a single homogeneous group and their readjustment will not be by any fixed or well defined scheme or organization but by a flexible program.

That the government is not unaware that the unemployed are individual human beings was indicated by W. Frank Persons when he detailed the three research projects on which the US Employment Service, of which he is director, is engaged. The first is an occupational classification by which some 3000 existing job classifications will be placed in related groups; the second a study of occupational standards within those groups, and the third of employment services within specialized industries, such as the bureau for hotel and restaurant employes in Philadelphia.

Discussing The New Leisure and the Field of Social Work, Jesse F. Steiner, professor of sociology at the University of Washington, remarked that Americans still have little idea of what a well-balanced recreational program means and that too many of them "play like they work." He traced the relationship of recreational activities to many of our problems, such as juvenile delinquency, and noted their value in health and the development of personality. His recommendations for dealing constructively with the increasing leisure of the American people called for a doubling of municipal park acreage, provision for year-round play and the development of games which can be played in small space.

The paper of Kenneth L. M. Pray of Philadelphia on The Relative Responsibility of Public and Private Social Work, brought out a gathering of the clans from both wings for a lively and purposeful discussion. This was not by any means a funeral for private social work. Mr. Pray, in a thoughtful and convincing paper, pointed out that government, whatever its activities, has never absorbed or monopolized any single area of social work. In those areas in which it has taken the largest responsibility, delinquency, mental disease and so on, it assumes only a primal obligation with private effort developing parallel with it. Most of these obligations have sprung from a fear motive with "state intervention slow, reluctant, negative and regulative in character rather than positive or expansive." Mr. Pray believes that any assignment of public and private responsibility by areas is arbitrary and cannot safely or wisely be undertaken. He sees for the future little change from the present, that is, from the maintenance of private services probably paralleling public services, with experimentation in both fields and a constant exchange of experience and constructive criticism on a professional level. Areas of cooperation and supplementation of public and private service may be marked out, but not areas of responsibility.

LAY participation in social work, in which it is said Kansas City is especially fortunate, had a section meeting to itself with a large and interested audience to hear the three speakers: Mrs. John G. Pratt of New Orleans, president of the Association of Junior Leagues of America; Virginia Howlett of Milwaukee, and Hertha Kraus of the Family Welfare Association of America. Mrs. Pratt, speaking for the volunteer, said that the new relationship engendered by the events of the past few years had given to lay workers "an ever deepening appreciation of the objectives of social work, its fundamental philosophy and the skill and capacities demanded of its professional leadership. The need for impersonal, objective thinking and for intelligent coordinated planning is an obligation which must be accepted by the layman."

Speaking for the private social agency Miss Howlett concluded that "Regardless of our professional skills and understanding, social workers are lost unless that understanding has reached beyond our clientele and has taken in our community as well. We shall not be financed unless some one knows what we are doing and believes in it. We cannot operate in a vacuum."

Out of her German experience as a public welfare official and out of her observations of the use of volunteers by public agencies in this country Miss Kraus was of the opinion that: "Public agencies may consider the development of volunteer service important for three reasons: 1. To achieve the highest standard of service in a truly economical way. 2. To organize continuous interpretation and safeguard community support. 3. To help develop a feeling of community responsibility and social approach beyond the immediate necessities of organized social work."

The Contribution of Social Work to Social Justice brought a galaxy of three papers each one a notable contribution. They were, What is Social Justice? by Paul H. Douglas, economist of the University of Chicago; Social Insurance, by Mollie Ray Carroll of the University of Chicago Settlement, and Social Legislation, by Prof. Joseph P. Chamberlain of Columbia

University. By the active conference grapevine route the word had passed that Professor Douglas' paper would be in the field of interest of that wing of the delegates which was eager for expression of its position but could find no other badge than the red "buddy" poppies offered on the streets for the veterans' funds. Anyway he had a large and attentive audience which followed enthusiastically his discussion of the eight points of "a new Peoples' Bill of Rights for the United States." These principles or rights of man he listed as: The right to be treated as an end, to be well born, to health, to knowledge, to relative security, to more even distribution of wealth and income, to more even distribution of power, to privacy and differentiation.

The discussion was lively, with more than one discussant taking the floor to, as Miss van Kleeck said, "make speeches at the speaker." Called on to give his opinion of what road of political action social workers should follow, Harry L. Lurie of New York, who was presiding, advised them to become better educated politically. "At present we have only a small contribution to make. Before becoming very convinced of the brand of political action to adopt we need group study and discussion." Professor Douglas gave as his last word the hope that social workers "would become energized in pursuit of their ideals."

Miss Carroll disclaimed the uncritical acceptance of social insurance as a solution for all types of insecurity. Contributory insurance is based upon a wage system and it is a mistake to suppose that it

> will meet the problems of any but a proportion of the most favored of the wage-earning groups. There would still be a large number to be cared for by other means. For these we see no other provision than some form of relief whatever we may name it. . . . What we really want is dignified provision for all forms of human need administered in such a manner as to preserve human dignity even in the most abject cases. . . . That universal provision is possible our present technological development gives ample promise,—provided we do not continue to produce far less than we are capable of doing by our stupid acceptance of idle factories, farms and men.

The certainty of a greater interference by government in the activities of individuals in the social area and an increase in the regulation within that area was predicted by Professor Chamberlain: "Thus the problem of social legislation involves not only statute-making but also the rule-making activity of the administration." He traced the course of social legislation over the past quarter-century, with the turns that have occurred in public opinion, recalled the bitter hostility that every advance has encountered and concluded that:

> Only when based on an enlightened and convinced public opinion can social reforms be built up through legislation and through an administration which reaches into the private affairs of the people. . . . The legislation of the period through which we are passing is, naturally, largely influenced by the urgent need for relief,—relief of business enterprises, of debtors and of unemployment. All of this has affected any plans for long-term improvement in our situation. But the inevitable confusions have re-emphasized the fact that legislation is worthless without fearless and efficient administration. I am here led to the importance of thoughtful consideration of the value of preserving the state administrative system in social legislation, although we may turn to federal standards to improve the laws which the states will administer. The supervision of federal authorities will be successful only if it is little used and it will be most successful when it is not used at all.

Although Mary van Kleeck's paper The Common Goals of Labor and Social Work fell into a section meeting on the last day of the Conference, she was greeted by a capacity audience in the largest available auditorium. In this paper, which The Survey regrets it can merely mention here, she deplored the pessimism that gives to the nation "a counsel of despair," pointed out the identity of the constructive aims of social work with the purposes of the organized workers and warned that any program for relief and social planning proposed by spokesmen for the New Deal "is defeated from the outset in an unplanned economic system." Her final statement of her position, brought out in the discussion that followed her address, and her specific advice to social workers, will be found above.

Mary van Kleeck

IN REPLY to the question, from the floor, "You negate both Fascism and Communism. You offer us generalities. What, specifically, can we take back to our communities?

I *do* negate Fascism, which is the use of power to maintain the status quo. I do *not* negate the collectivism which is the aim of Communism. I disclaim any power to bring this whole group to a point where all its thinking and all its conclusions would be clear. . . . I offer this specific suggestion: Work with your brains as you have never worked before. . . . Get in touch with immediate situations in your communities. Possibly you will find help among the most radical of your people—the ones with whom you would rather not be identified. And do not expect to get it out of the lecture.

WHILE the constellations of the general sessions and the sections swung across the conference firmament, the twelve divisions, with some bright particular stars of their own, went on their steady, enlightening way, exploring and defining their respective fields, and evaluating the findings of new research and experimentation. In many a relatively obscure program were tucked away stimulating proposals and adventurous thinking which are bound to make themselves felt in the whole range of social work. Here too was evident a rising impatience with restricting techniques, with meeting after meeting polarized toward philosophy, aims and objectives. These meetings were the swan-song of the old divisional organization. What the new conference set-up will offer in their place to assure opportunity for the close-in discussion of common problems remains to be seen. Certainly these groups have developed a quality of concrete thinking that should not be dispersed into generalities.

Most of the sessions of the Division on Children, Lawrence C. Cole, Cleveland, chairman, were held jointly with other divisions, or were group discussions of various aspects of child care. But a notable high spot was the meeting on Community Responsibility Toward the Youth of Today. Weighing the opportunities offered to boys and girls in the United States, Lea B. Taylor of Chicago Commons, found them sadly lacking. The security of the home has been shaken or wholly destroyed; education no longer holds the hope of leading to a paying job; the steadying influence of a job is lost because there are no jobs; commercial recreation still flourishes while public recreation languishes for lack of leadership. The influence of bad political environment is constant. Answering the question, what can social workers do to help youth get a start, Miss Taylor urged that they unite in working for better physical environment in homes and communities, better management

Harry L. Hopkins

Future Public Welfare

PENSIONS. The time will come when we will protect old people with old-age pensions. I think that a pension for a widow who is in need is essential. The pensions will be on the basis of need and will be administered by county welfare agencies.

Public Health. The responsibility for public health lies with the state. The greatest fear that harasses the American family is that some member will become severely ill, incurring bills beyond the family's means to pay. If we are going to protect adequately the great mass of American people, it can only be done through compulsory health insurance.

Unemployment. We must have an American plan in unemployment insurance. There should be a substantial cash payment for eight to sixteen weeks—no more. We must have a system of labor exchanges second to none. We must give a dignified method of living and an opportunity to work. We would have to have a public-works program to do things outside of competition with the economic system, things beneficial to the community. If no industrial job could be found in six months to a year, a man on public works would have to give way and accept direct relief.

Use of Lands. This business of controlled crops by no means solves the farm problem; it is but a temporary expedient. The slums of large cities are nothing to the slums of American farms. Why shouldn't they [the farmers] have electricity and bathrooms? I can see hundreds of thousands of people living on small plots of land, with good schools nearby, supported partly by public work.

of public facilities and more self-respecting standards of relief. With the disappointments and bafflements of youth today in the United States it is easy to understand, she said, "how the regimentation of the life of young people in Soviet Russia and Nazi Germany, both of which give youth outlets for their energies and ambitions, have gained support."

The Division on Delinquents and Corrections, William J. Ellis, New Jersey, chairman, was likewise deeply concerned with the problems of youth. It heard Dr. Clifford R. Shaw of the Institute for Juvenile Research, Chicago, detail the studies in twenty cities of definite crime areas and explain the details of setting up a laboratory for such research. The study of hundreds of cases, said Dr. Shaw, clearly indicated that "the unsupervised play group is the medium through which a large proportion of delinquents are initiated and through which delinquency is transmitted from older to younger generations." The same meeting heard Dr. J. S. Plant of the Essex County Juvenile Clinic, New Jersey, charge that "Society is not really interested in the prevention of delinquency else it would have treated more intelligently the poverty, bad housing, broken homes and school retardation that we know bears some relation to it."

AT another meeting of this division Sanford Bates, director of the US Bureau of Prisons, answered the charge that prisoners should not work while honest men are without jobs with the cogent comment that, "If virtue and probity were prerequisites to the right to labor, many of us would be sitting around doing nothing." The right of prisoners to work, and the social wisdom of affording them work needed no defense in this meeting and Mr. Bates went on quickly to recent changes in the operation of prison industries and the adoption of a prison compact, accepted by thirty states, and the appointment of a code authority of six prison men and representatives of labor, employers and consumers.

The Division on Health, Virginia R. Wing, Cleveland, chairman, turned its attention, chiefly in joint sessions with other groups, to questions of organization of better medical care, industrial health and the prevention and control of syphilis among Negroes. On the last topic Dr. Edward Perry of Kansas City marshaled impressive statistical comparisons showing that "the high prevalence of syphilis among Negroes is due to ignorance and poverty rather than to race." In the matter of industrial health Fred M. Wilcox, of the Wisconsin Conference of Social Work, recently chairman of the Wisconsin Industrial Commission, charged that all our compensation laws regarding industrial diseases are "messy and inefficient," characterized by "a miserable lack of human concern," and urged as the first duty of groups concerned with the health of people that they press for a new deal in those states which refuse to meet their obligations. The views of Michael Davis of the Rosenwald Fund, Chicago, on the organization of medical care are well known to Survey readers.

The Division on the Family, Edward D. Lynde, Family Welfare Association of America, chairman, spread its attention over current problems but did not overlook the deeper fundamental relationships behind. On one day no less than ten discussion groups were engaged with the implications of case work in various situations. At an early meeting of this division Clara Paul Paige, of the Cook County, Ill., Bureau of Public Welfare, spoke of the changing clientele in relief loads and urged that "these clients with real powers of self-help be kept moving in their own behalf in order to maintain their self-direction and resourcefulness." Working with clients in groups is another device now employed as a conscious technique of treatment which "we have been forced to use because of sheer volume of work but in which we may be finding a procedure more effective than some of our old established methods."

The Division on Industrial and Economic Problems, Mary Anderson, US Women's Bureau, chairman, did not leap into the arena of conference controversy until late in the week. At its first session on Work, Not Charity, Aubrey Williams of the FERA told the story of the CWA and classified its critics as "conservatives, methodologists and regretters." W. Frank Persons, director of the US Employment Service, gave figures of its registration and placement and cautioned that while planning and certain central services would come from Washington the real job must be done by the people in the communities, particularly by the 18,000 local people who man the various offices.

This division hit probably an all-time high in its session on The Effect of the NRA Program on the Workers held jointly with the Family Division and the Church Conference on Social Work. Here the Rev. Francis J. Haas, of the National Labor Board, whose paper was read by the Rev. Frederick Siedenburg, was posed against Miss van Kleeck, bright comet of the conference. The NRA, said Father Haas, is the instrument "to equalize bargaining power and thereby obtain for labor its rightful share of the national income." He made a temperate defense of the administration, was grateful that unemployment had been "abated" and that wage-earners had made some gains "which would probably be retained and increased." He summarized the status quo as a "happy beginning toward a final solution."

But the NRA is not like that, said Miss van Kleeck. Its

net effect is to buttress the industrialists' control and to reduce the workers' standard of living. Its effect upon the workers' struggle for security has been to raise high hopes followed by bitter disappointment. The minimum-wage provision has tended to standardize wages at a hand-to-mouth level, the company union to bolster a fascism developing within the framework of the New Deal: "The struggle which emerges out of the main trends of the NRA toward strengthening big business is a struggle of all workers against the old economic system and for a new social order. It is not merely a dispute between workers and employers." That new social order, Miss van Kleeck holds, means control of basic industries, the sources of economic production, by the people themselves through government, an order in which "chaotic private production control" is supplanted by public and social control.

The Division on Neighborhood and Community Life, Stuart A. Queen, Washington University, St. Louis, chairman, made an honest effort to discover just what is happening to local communities, an examination of changing relationships in community services, and a discussion of The Challenge of the New Leisure. This last topic was summed up by Mollie Ray Carroll of Chicago when she said:

> Not until we have robbed idleness of its present devastating accompaniment of want will it be transmuted into leisure and become a productive process for the individual. For leisure is only creative when the individual is free to follow his own bent untrammeled by fears and uncertainties and uninterrupted by the constant search for work.

IN urban community organization, R. Clyde White of Indiana University finds a trend toward differentiation of function and not merely a compromise on a division of labor:

> It now seems certain that services which a majority of the community want rendered will be provided by public agencies while services which only a minority recognizes as important will be provided by private agencies. In general terms the private agency will represent an interest community supported by a selected group, while the public agency will represent the geographical community, supported by taxes.

In rural communities Prof. Walter A. Terpenning of Kalamazoo, Mich., finds discontent and suffering still largely unorganized. Farm and small-town communities are joining hands in meeting their economic stresses and voicing their political demands, but the sustained capacity of rural people to bring the organized impact of their demands upon other groups is still not great.

The Division on Mental Hygiene, Dr. H. E. Chamberlain, University of Chicago, chairman, had a challenging program which cannot, in this abbreviated report, have the consideration it deserves. Here delegates heard the warning of Dr. Karen Horney of the Institute for Psychoanalysis, Chicago, against their use of psychoanalytic methods. Even if applied by competent and well-trained people the contacts in case-work treatment are too short and too few to affect fundamental neurotic attitudes, which, she emphasized, were in adults a matter of structural development, to be changed, if at all, only by thorough-going psychoanalysis. The most fruitful field for independent work by the psychiatric case worker is in dealing with superficial aspects of conflict situations—by influencing the environment.

At this same session Dr. James S. Plant of the Essex County Juvenile Clinic, New Jersey, discussing The Individual in a Changing Social Order, urged that children be prepared for change as change, even though we are unable to predict what these changes will be. They must learn to depend more on their own resources and less on outside stimuli. Dr. Plant sees great danger in the attempt to organize and regiment so completely the child's recreation and leisure time, and he sees social work as a great offender in this direction. There is accumulating evidence, he believes, that the society of the immediate future will be an "individual center culture" in which the development of personality for its own sake will be the motivating force. If this is true we need to know more about how personality is developed and we can study this best at its point of social break-down—delinquency. The behavior of the delinquent shows where society has failed to give the developing personality the nourishment it required. Those whom we have pitied or feared—the delinquents—we shall later learn to follow, as educators have followed the leading of truants in remodelling the ancient school system.

The Division on Organization of Social Forces, Otto F. Bradley, Minneapolis, chairman, gave a good share of its attention to the reorganization of local social-work programs. Rowland Haynes, director of relief for Nebraska, presented the point of view of the public agency and Pierce Atwater of the St. Paul Community Chest that of the private agency. While differing in approaches they were, it seemed, substantially agreed that we are probably going into an era of public control of welfare activities but that for many years it will be far from complete. Mr. Atwater believes that with private fortunes shrinking we must develop what he called "limited subsidies" to help maintain valuable services—encourage the

Rexford G. Tugwell

I WOULD see you enlisted as soldiers not in a new cause but in an old one. I would ask your loyalty not to a new faith but to an old one which for awhile has been lost to sight. This administration is struggling to return to a lost democracy; it is trying to do it through a discipline of groups which oppress the individual. We stand face to face today with a clear choice and all of us have to take sides. Either we are to have a closed system or an open one. Either we are to give people access to income which they have earned as a right or we are to give them pittances as charity. Either we are to permit industry to manage its affairs so that workers and farmers suffer continual small disadvantages and periodic great ones; or we are going to see to it that industry is so managed as to provide continuous employment for all and to distribute purchasing power which will enable the people to buy its goods. . . .

The most you can do for people is to discipline the institutions and forces which are inimical to the individual and so to provide freedom for action. You cannot forever go on providing subsistence for the idle at government expense. This will never be more than subsistence and it will eventually kill the thing we are trying to foster. . . .

A free man on his feet presented with opportunity to work for himself and for those for whom he is responsible will rise to the occasion well enough. . . . The industrial system has been turned into an autocracy which was well on the way to killing this impulse in men. It must be shown that this cannot be tolerated. This is where our duty lies; the rescue of men from oppression. If we can do this, our present rescue work will become unnecessary. As social workers this is where your ambitions should lie no matter how seriously you take your immediate work of binding up wounds.

The challenge is an open one to our society. The opportunity is great. The time is now.

group-payment plan for hospitals, for instance, subsidize recreation by starting the use of school plants for that purpose, push young peoples' organizations that need no institutional equipment.

In another significant session of this division Ewan Clague of the Community Council, Philadelphia, expressed the opinion that social research should be directed toward policy-forming rather than toward methods of administration. It should be practical and purposeful, with results in reasonably near view and interpreted in terms understandable by anyone who can read the English language. Moreover it should be undertaken in response to a demand by a responsible group prepared to translate its findings into action.

The Division on the Administration of Public Social Work, Margaret Reeves, State Bureau of Child Welfare, New Mexico, chairman, held all its meeting in conjunction with the American Public Welfare Association. The antiquated old public-welfare laws came in for a good trouncing at the competent hands of Edith Abbott and Sophonisba P. Breckenridge of the University of Chicago. "Clean house," was their advice: "We must move in the direction of success, and everything points toward the revision of public welfare laws. Five years ago we couldn't get a glimmer of public interest, but now the people are ready. And don't be satisfied with revision. That only brings you up against Legislative Bureaus which want to amend acts. Pull up these old laws by the roots, and have new laws, with new names."

IN another meeting of this division, crowded to the doors, the qualifications and methods of selection of social-service personnel were discussed by half a dozen persons all of whom had current experience in choosing large staffs. But, as Dr. Ellen C. Potter of New Jersey, pointed out "the public has not yet divested itself of the idea that any kind-hearted person can do social work," and added that while there are only about 8000 persons in the United States qualified by training and experience to be members of the AASW there are in fact close to 32,000 actually engaged in the administration of relief in jobs which only a few years ago were held as calling for the highest qualifications. Sound training must, it was agreed, become an increasingly important function of every public welfare body.

The Division on The Immigrant, Florence G. Cassidy, National Institute of Immigrant Welfare, New York, chairman, discussed among other things the emotional conflict of the second generation and social justice for the immigrant. A high spot was the dinner held jointly with the Conference on Immigration Policy, at which Col. Daniel W. MacCormack, US commissioner of immigration and naturalization, told of a study, just completed of the operation of the immigration laws and of the plans that are under way to remedy the imposition of necessary hardships upon individuals. "Laws which deal directly with human beings should leave room for humane considerations."

The Division on Professional Standards and Education, Harry L. Lurie, Bureau of Jewish Social Research, New York, chairman, was full of good red meat. Here was presented Miss van Kleeck's paper on Our Illusions Regarding Government (see page 190) and here was heard the warning of Peter Kasius of St. Louis, that social workers are "now face to face with new tests that have more to do with problems of social machinery, administrative authority and fiscal arrangements than with case-work techniques." Here was presented Eduard C. Lindeman's conception of the basic unities of social work which notably enlarged the following he had been accumulating all week, and here was heard Kenneth L. M. Pray's scholarly discussion of the distinguishing characteristics of competence in professional social work upon which the public may safely rely.

A new note was brought into the discussion of the problems of professional organization by Joseph Levy of the Jewish Home Finding Society, Chicago, who spoke for "a small but growing number of social workers who are studying their own role and their relation to their boards and to the government." They find, said Mr. Levy, no guidance out of the confusion of the times in the official leadership of social work. "They are dissatisfied with the smug complacency of the profession and with its timid approach to social problems." Mr. Levy sketched in the three forms of organization that have emerged from "the ferment of discontent:" 1. Practitioner groups within the AASW, workers of neither administrative nor executive rank who would, he prophesied "gravitate naturally toward the Discussion Clubs and the protective organizations which offer a wider opportunity for expression." 2. Social Workers Discussion Clubs, which call "the attention of the social workers to the obvious fact that they are also workers, members of the common army of labor, who benefit society and themselves insofar as they participate in the common fight against hunger, war and exploitation." 3. Protective organizations with the primary aim of advancing the economic welfare of their members.

Monsignor Robert F. Keegan

WE NEED sane optimism and a dynamic view of social conditions if we really are to see social work on the march. Social work is in reality the cause of human welfare. It is not a sporadic foray into the field of social evils. It is a tremendous and continuing cause . . . born of a spirit that demands justice and attacks unfair social conditions. . . .

The standards of social work have not been sacrificed under the pressure of providing relief. We have held fast to the essential principle of our cause and have persuaded the public to adopt them. It may well be that some future historian seeking the social philosophy of these days will record that America had been taught so to treasure her men and her families that she was willing to mortgage the future for their preservation. . . .

We must build up a new economic structure based on the solid foundation of social justice or the structure that will rise on the ruins of this depression will but crash again when it is overburdened with the fruits of selfishness and economic greed. . . . This conference, notable for the fearless, forthright character of its thinking, has given evidence that its members no longer restrict their vision entirely to the needs of the individual. We seem definitely to have realized that many of the social ills of our time are created by an economic system which is archaic. . . .

Say what you will, the social consciousness of America is attuned to social reform. The rank and file are seeking one thing desperately—security. They have a right to a security of life, a right to work, to build their own homes, to rear their children in a reasonable measure of future security. . . . No one plan, no many-pointed program, no panacea will give them the security they need. But a united nation dedicated to social justice and directing all its forces toward the common good, can move forward step by step toward a more equitable distribution of ownership and a happier life for the plain people of the land. . . .

The new approach of all these groups, but particularly the last begins, said Mr. Levy,

with the recognition that the social worker is in an employe relationship with the board of trustees or the state legislature as the case may be. Out of the divergence of employe-employer interests arises a clash which has always been soft-pedalled because of the fiction that a community of interests is essential for the effective functioning of social work. The new approach brings the clash out into the open, accepts it for what it is and deals with it realistically. . . .

Collective action necessarily finds its medium in organization, which alone makes possible that bargaining relationship with the board which in social work as in other professions has proved a more effective technic for securing the economic welfare of the social worker than has "public opinion," the good will of the board or the good intentions of the executive.

Organizational struggles have sharpened for social work employes their consciousness of themselves as individuals who in addition to certain professional interests have in common with all workers a justifiable concern for the future of the producing class of our society. Insofar as they share this point of view, protective organizations may properly be regarded as another addition to the growing number of unions in this country and their membership as an articulate unit in the large army of labor in its fight for another society. The social worker has a strategic role in the emerging open alliance between big industry and the state. His will be the task to operate that vast relief machinery which stands between the unemployed dissatisfied worker and revolt. He will soon be faced with the necessity of defining his loyalties.

The division on Educational Publicity, Eduard C. Lindeman, New York School of Social Work, chairman, was carried along on a constantly rising wave of enthusiasm by the highly successful idea of its leader to use the meetings as a demonstration of techniques in the use of what he called "the living word" in education. Thus he put the same people through the forms of a panel, a discussion group and a forum, drawing the topics out of the issues burning bright at that very moment in the conference, (*Continued on page* 207)

The President's Position

By WILLIAM HODSON

President of the Conference; Commissioner of Public Welfare, New York City

THE members of this conference have been asked, by one of its distinguished members, to repudiate the present national administration and its relief program. The serious defects and inadequacies of relief measures have been pointed out, but the challenge has gone far beyond the administration of relief. It has been said that government as we now know it is essentially dominated by the strongest economic power and has become the instrument to serve the purposes of the groups possessing that power, thus placing property rights above human rights. It has been said that social workers are merely the handmaidens of the politicians and governmental officials in defending our existing political institutions. We are asked to join forces with the workers and to throw the weight of whatever influence we may have on the side of the workers in the struggle for control of government.

This challenge, so directly and cogently stated, is supported by such a wealth of evidence bearing on human distress due to the breakdown of the existing order of things—evidence familiar to us all—that it demands an answer.

This is not the time or the place to undertake a deliberate discussion of the various points raised. I should like only to suggest certain considerations which are implicit in any analysis of the duty and responsibility of the social worker, both as social worker and as citizen.

What we are seeking is the greatest good for the greatest number. We agree that government exists for men and not men for government. However, there is no easy royal road to widespread human happiness. For centuries we have struggled with the problem and as yet have found no sure and final answer anywhere in the world. Our choice is not between what is clearly for the good of the people and what is clearly bad, because we do not know what will surely produce the happiness and security of people in the mass. Nevertheless, we must strive steadily and persistently toward the common good, and the real issue becomes one of the road we shall travel. By what means can we achieve a better life—a life that takes account not only of food, shelter, clothing, and the necessities of existence, but a creative and spiritual experience?

Three choices are open to us. The first is to go on in the old way, hoping that chance and good fortune will bring us out of our troubles. The American people have, I think, rejected that choice. The second is to modify the existing economic order in such fundamental ways as will serve the well-being of the people as a whole. This, I take it, is the objective of the present national administration. The third is to destroy the present economic and industrial order and to substitute in its place something new and different. There are those who would achieve this result by peaceful means and through orderly process; others who would have it peaceably if possible, but by force if necessary.

Speaking for myself, I am not ready to say that the second course of action, namely, that of building more wisely upon the foundations already laid, or of reconstructing those foundations, has yet been proved a hopeless task. The job is slower and more difficult than many supposed it would be, but there is still time, and human progress has been and always will be achieved through the hardest kind of toil and effort.

But to those who are entirely dissatisfied with this procedure, I would say, what do you propose as an alternative? What do you mean exactly by "joining with the workers?" One real danger in too violent a break with the established order is a fascist regime which has an infinitely greater chance of success in this country than has communism, for example, and what a devastating tragedy for the suffering mass of American people a fascist government would be.

But apart from this very real possibility, what is the plan and where is the leadership for an entirely new order of society? By what method will you secure its adoption, and what assurance have you that it will not result in chaos so complete as to plunge the country and its people into the depths of despair and suffering from which a generation will not emerge?

In my judgment, the American people are not yet ready to flee from the dangers they know and recognize to the dangers they know not of. I, for one, am still willing to throw my lot with the present national administration, reserving always the right to differ and to criticize as a friend and not as an enemy.

Our Illusions Regarding Government

By MARY VAN KLEECK

Director, Department of Industrial Studies, Russell Sage Foundation

THE past five years have brought social workers face to face with two major issues—the economic system and the political system. The need for relief on a mounting scale has been the symptom of the crisis in industry and agriculture, which have been unable to maintain employment and have steadily cut the earnings of those who still remain employed. To the political system, social workers have turned as the source of funds needed for the relief which private social agencies can no longer provide. In the recent Conference on Governmental Objectives for Social Work under the auspices of the American Association of Social Workers, the declaration was made in the recommendations that "government is the only effective instrument for the social use of our national wealth." With this as a cornerstone, the Conference then committed itself to this program:

> We believe that this is the time for the creation of a permanent, comprehensive, well coordinated and adequate system of welfare services, so conceived as to assure ourselves, as a people, against the common hazards of our economic and social life, such as are inherent in unemployment, old age, widowhood, sickness or other factors which interfere with the normal processes of self-maintenance.

Social workers thus stand committed to a program involving a definite concept of confidence in government as a social agency able to function effectively for such a program in the present economic system. Moreover, such a commitment is not even qualified as one of "principle." The present administration of welfare services by the federal government was endorsed by the Conference in these words:

> The Conference in addressing itself to the problems of governmental objectives for social work wishes to pay tribute to Congress and to the federal administration for recognizing its obligation to meet the needs of people in this emergency on a national basis, for thus developing for the first time a national system of aid to families and individuals, for special recognition of federal responsibility for service to transients and for bringing unemployment relief up to a more nearly adequate level.

Not only is this high tribute paid to Congress and to the present administration, but social work identifies itself completely with the methods followed, in these words:

> In carrying out this program, we believe the best traditions and experience of social work have been utilized.

Not wishing to limit its praise to the relief program, the Conference included the whole economic and relief set-up of the present emergency, declaring:

> The Conference more especially pays tribute to the courageous and ingenious social thinking represented by such programs as the NRA, the NRS, FERA, the CCC and the CWA.

Thus through this Conference the professional association of social workers has committed itself to identification with the present administration, to endorsement of what it supposes its principles to be, and to hope for an adequate program of social work under government auspices. This Division of Professional Standards and Education, particularly in a session jointly arranged with the American Association of Social Workers, is the proper occasion to examine the validity of this position. It is a departure from the past in which the dominant type of American social work, particularly in those phases concerned with relief, has tended to be private and voluntary rather than governmental. This in itself makes desirable an examination of the fundamentals of this shift. But the really important question is not whether social work is changing its base from private to governmental sources, but whether this reliance upon government commits social workers to the preservation of the status quo and separates them from their clients, leading them into the position of defense of the politicians in their effort to protect political institutions against the strain put upon them by the failures of industry to maintain employment, and by the industrial policy which seeks to sustain profits at the expense of standards of living.

May I suggest that in the past those who have advocated governmental services rather than private charity have tended to assume the mantle of radicalism? Is, then, the present endorsement of government in general, and the present administration in particular, a victory for radicalism among social workers, or is it a swing to reaction which will identify social workers with industrialists and political leaders in the maintenance of economic privilege and in resistance to the workers' struggle for the ascendancy of human rights over property rights in America?

May I suggest at the outset two theories of government, and then examine them in the light of the relief program, judged in its economic aspects rather than from the point of view of the technique of social work?

The theory which has largely dominated the political programs of social work is that government stands above conflicting interests and in a democracy can be brought, by majority vote, to decide between those conflicts and compel standards and policies which are in the public interest. The program advanced by Sidney and Beatrice Webb in Great Britain, based upon the idea of a national minimum in the industrial field, is derived from the principle that a law can be passed and administered which will more or less equalize the inequalities in the present distribution of wealth and establish a basis below which wages and other conditions of employment affecting the standards of living of the working class are not allowed to fall.

Social workers in America have played with this kind of a national minimum standard in much less comprehensive form than the British program. A group in the Industrial Division of the National Conference in Cleveland in 1912 put forward a legislative program which became part of the platform of the Progressive Party. The reasons for failure to achieve the program were discussed twelve years later, in 1924, at the National Conference in Toronto; and at Philadelphia in 1932 an analysis was made of these failures.

This is not the place to discuss this subject. But briefly it should be recalled that, though the Progressive Party adopted the social workers' program as its own, in general social workers as a group have not committed themselves to any party. Their attitude in the past has been essentially nonpartisan. Seeing the end results of evils in the industrial system, certain branches of social work have tended to concentrate their techniques of adjustment within the prevailing environment; while others have sponsored a somewhat piecemeal reform program, hopeful of its equal chance for incorporation in the platform of any party, all based upon the idea that once a law

could be secured it would become a law for the whole people, administered by a government representing the people.

Another theory of government is tenable and should at least be considered in the light of American experience; for if it is true, it raises danger signals of momentous importance in the decisions of social workers and their program for the United States today. This theory is that government essentially is dominated by the strongest economic power and becomes the instrument to serve the purposes of the groups possessing that power. To put this in terms familiar in American discussions, government tends to protect property rights rather than human rights. A legislative proposal which lays burdens upon property—such as workmen's compensation, reduction of hours of work, minimum wage, or unemployment insurance —is resisted at every point in the effort to enact it into law. This needs no elaboration. The experience of social workers is too clear.

If such a law is enacted, its administration is constantly in jeopardy through the pressure of property interests. Courts may declare it unconstitutional; the legislature may refuse proper appropriations; administrators may be bought; or at best the law may be merely a concession designed to prevent more far-reaching demands by the workers.

Such a theory of government is derived from a prior analysis of the interests of the community. If all groups in the community have common interests, then the government which administers those interests will have united support. If, however, there be conflicts of interest between groups in the community, and if those conflicts relate to the functions of government, then the community is necessarily a house divided against itself. The government will then represent the strongest power and will develop instruments of defense of that power—army, navy, militia and police.

The basic conflict of interest between labor and capital is too clear to need proof here. The strikes of the past year demonstrate it as an immediate, contemporary problem. Our illusions regarding government arise out of a refusal to recognize these conflicts. They assume that the government is above the struggle and that if social workers can win the government to their program they will have done their part in establishing that elusive thing called social justice. The test of whether these are illusions is now being made before our eyes, and the unfolding of the relief program is the illustration to be used here.

If we examine the relief program from the point of view of the second theory of government—government controlled in the interest of the strongest economic power and prevented from functioning in the public interest by the conflicts arising in the economic field—we are obliged to recognize three conflicting interests in any effort to use government as (in the words of the Washington conference of social workers) "the only effective instrument for the social use of our national wealth." Capital, wishing to maintain the profits and the share of wealth claimed by private owners, resists taxation and not only demands curtailment of social services in the government, but in manifold ways demands the suppression of the workers' struggle. The workers, on the other hand, contending for a living, demand the right to organize and bargain collectively for the protection of the wage scale. The political administration, wishing to maintain itself in power, must judge accurately where its power lies. It cannot control production or distribution of wealth. It must, on the contrary, meet the demands laid upon it to protect property. It wishes, however, to retain the votes of the workers, and a clever politician knows that political institutions must be protected against the rising discontent of the unemployed and the poorly paid workers. The terms of the problem of political leadership may be compared to the engineer's problem of resistance to strains. The political question is, How far must government yield to the demand for change in the status quo in order to maintain the status quo?

The relief program is the thermometer representing the political leadership's diagnosis of the effectiveness of the demands of those who need relief. Social workers happen to belong to the profession which is charged with the task of administering relief. Social workers therefore are drawn into the maneuvers to maintain status and power in the three-cornered conflict of interest between those who own and control the economic system; the workers, who are claiming their right to a livelihood in an age of plentiful production; and the government, which has always most closely identified itself with property rights.

I am not unmindful that the American Association of Social Workers in 1931, moved from its professional isolation, busy with the maintenance of professional standards, educational requirements and the like, took up the problems of relief, appointed a Commission on Unemployment and took an active part in organizing the Senate hearings on unemployment relief in December of that year. Those hearings are in themselves evidence that social workers were ready to fulfil the function of informing the community of the needs of their clients. But if one accepts the fact that we may have illusions regarding government, one may say with some cynicism that the social workers were helping the politicians to see just how far it was necessary to go in yielding to the demands of the needy in order to protect both the political and the economic status quo.

It is beyond the scope of this paper to analyze the history of the relief program. I merely wish to refer to what I regard as the two significant points in that program in the past year, namely, the inauguration of the Civil Works Administration and its abandonment.

On November 15, 1933, President Roosevelt, addressing the Civil Works Conference delegates, declared that during the preceding eight months the United States had had a larger proportion of unemployed than any other country, and that in the plan for the winter, recognizing how many were still unemployed, aid would be extended to the many who were "too proud to go and ask for relief." "We want to help that type of American family," said the President.

A little more than three months later, on February 28, the President made public a new unemployment program, demobilizing Civil Works, declaring that the ordinary system of relief is "repugnant to American ideals of individual self-reliance" (forgetting those who in November were to be sought out because they were "too proud to go and ask for relief") and setting up a work program which "will be confined to those needy unemployed who can give adequate return for the unemployment benefits which they receive."

The program was designed to meet "the peculiar needs" of three groups, pictured in The New York Times of April 1 as the "stranded area," the "city breadline" and the "poverty farm." This was the journalistic translation of the President's classification into

1. Distressed families in rural areas.
2. Those composing "stranded populations," i.e., living in single-industry communities in which there is no hope of future re-employment, such as miners in worked-out fields.
3. The unemployed in large cities.

As an economist in social work I would comment here not upon the principles of relief embodied in these classifications, but rather upon the economic philosophy. Clearly the Presi-

dent is accepting the existence of these three groups as problems of relief instead of as problems for thoroughgoing change in the economic system which has produced them. "Distressed families in rural areas" call for an agricultural program more fundamental and more sound than the destruction of crops. "Stranded populations" are evidences of the failures of industry, and it is incumbent upon us to demand that the government recognize that the miners in need of relief are not stupid, immobile individuals who remain "in worked-out fields," but active, intelligent workmen who happen to be attached to an industry overdeveloped in quest of profits, and they remain near rich veins of coal, in which, however, employment is given on an average of not more than two thirds of the working year, even in prosperous times. The coal industry registers the failures of industry and government alike to manage the economic system in this country, and it is no solution to accept as permanent a status for miners as a "stranded population" for which "there is no hope of future re-employment" in their own industry and to transplant them to "subsistence homesteads" which only tend to increase the difficulties in rural areas.

This lowering of standards of living is the Fascist way out —the efforts of capitalism to maintain itself intact and to utilize for that purpose the institutions of government to prevent the discontent which would otherwise change both the economic system and the political system. The President's proposals for work relief for the needy and for permanent acceptance of the classification of "stranded" for the miners should dispel social workers' illusions regarding the promise for fundamental economic reconstruction under the New Deal.

The President's statement of the new relief plan was made just eleven days after adjournment of the Washington conference where the social workers formulated their "governmental objectives." It is good to know that the recommendations of the conference had gone far beyond this relief program of the administration and had called for adequate cash relief and continuance of a "federal employment project" which should be based on "qualifications for employment and not on need," opposed the program already announced for demobilization and termination of the Civil Works Administration, and committed social workers to a campaign for attainment of the recommendations.

Nevertheless the high tribute paid to Congress and the administration just eleven days before this announcement by the President does not speak well for the social workers' ability to read the signs of the times in economic and political programs. It is my contention that failure to read these signs is due to illusions regarding government, and that these are especially marked in the social workers' acceptance of the economic program of the New Deal. If the social workers had withheld their tribute to the administration and to Congress, it is not impossible that they might have had more weight in their recommendations, and moreover they would have been more free for their campaign.

In other words, the experience would suggest that social workers need more decisive formulations of their purposes and more aggressive action toward their attainment, and for both of these a closer association with the workers' groups than with boards of directors and governmental officials would give that vitality to social purpose which comes out of the genuine experience of life of the underprivileged. These, to be sure, are the clients of social workers, but it is easy to become too professional in one's dealings with clients and to fail to achieve the sense of fellowship which social workers must attain if they are to take part in the struggle for human rights. The delusion that human rights are attainable without struggle, through the processes of government or through the simple administrative decision of a governmental official, is responsible for weak programs and ineffective activities, of which the whole history of social workers' organized relation to federal legislation for relief gives evidence. The culmination is in the most recent declaration of the President, in his message to Congress on May 15, calling for a wholly inadequate appropriation by Congress, with such lack of clarity in lumping together appropriations for public works and for relief as will inevitably lead once more to the danger of appropriating funds for battleships instead of cash relief for the unemployed.

This is not the place to discuss the economic program of the New Deal. But in its bearing upon the relief program of the government this much must be said: The program has been directed toward the loaning of large sums of money to industry, thus protecting as far as possible the claims of property upon the economic system; while on the other hand the government has found no way to distribute purchasing power to the workers. Indeed, the sum set apart in the second section of the NIRA for relief of the unemployed through public works was in large part diverted to a war program in the expenditure of $230,000,000 of the public works fund on the Navy. Speaking at hearings on the Workers' Unemployment and Social Insurance Bill before the House Committee on Labor on February 12, the representative of the National Unemployment Council, Herbert Benjamin, picturesquely compared relief with loans to industry by referring to "the policy of doling out relief to the unemployed with an eyedropper and to the banker with a steam dredge." It is a pity, by the way, that the conference held under the auspices of the National Unemployment Council early in February in Washington might not have carried its vivid portrayal of needs and of the program of the unemployed for meeting them to the conference of the American Association of Social Workers held a few days later.

A clear method of distributing purchasing power is comprehended in the Workers' Unemployment and Social Insurance Bill, introduced in the House as HR 7598. This bill would cover for the whole period of their unemployment all who are unemployed through no fault of their own; it would pay the average prevailing wages of the locality, or a minimum of $10 a week with $3 additional for each dependent; it would derive funds not from taxes on payrolls but from taxes on higher incomes, inheritances and gifts; and it would put administration into the hands of representatives of the workers themselves.

The Wagner-Lewis Bill, in contrast, which has received the support of the administration and also of the American Association of Social Workers, is not an unemployment insurance bill at all, but a revenue act which would tax payrolls of corporations in the hope that no tax would be collected, since the tax would not be payable if an unemployment insurance law should come into effect in accordance with certain specified standards applied by the secretary of labor, with the basic principle always that the charge for unemployment insurance is a charge upon costs of production. This, in the last analysis, is the kind of tax which on the one hand keeps wages down and on the other hand is passed on to the consumer and thus results in higher prices.

The Wagner-Lewis Bill would not begin collecting taxes until July 1, 1935. The money would not become available until the following year, and then it would merely go into the federal treasury and not to the unemployed. It would be a tax to be remitted as a reward to corporations in states in which in the meantime unemployment insurance laws had been enacted.

Workers in large numbers of unions included in the American Federation of Labor, as well as independent unions and fraternal societies of various kinds, not only refuse to support but actually oppose the Wagner-Lewis Bill and campaign for the Workers' Bill, which, however, has not received the support of either the administration or of the social workers. This mass movement of support is spreading so widely that it will probably constitute an embarrassing challenge to the officers of the AFL and the other national unions who have undertaken to interpret the demands of their members for unemployment insurance as fulfilled by the Wagner-Lewis Bill and have given it endorsement, William Green even going so far as to usurp the place of the Supreme Court and to declare in advance that the Workers' Bill is "unconstitutional."

The reason for support of the Wagner-Lewis Bill by the committee of the American Association of Social Workers reporting upon it is that it

> might be endorsed for the reason that it appears to be the most immediately effective federal measure to encourage state legislation setting up reserves of insurance for compensation to the unemployed. It is not to be considered as fulfilling the requirements for adequate federal legislation on this subject, but should be supported as an interim measure on the basis that the present temper of the administration and Congress does not promise more comprehensive legislation and that the bill would not be an obstacle toward a more broadly conceived program if the attitude of the administration and Congress were to tend in this direction.

I cite this action of the committee of the AASW not so much because I differ with its faith in the Wagner-Lewis Bill, but because the grounds of its support indicate its attitude toward government and the administration. Apparently social workers are to adopt as legislative technique a careful study of "the present temper of the administration and Congress," instead of working out principles and then finding the way to secure the action necessary to enact them into law.

In another paper in the Conference, on Common Goals of Labor and Social Work, I propose to discuss the form which I believe this action must take in an alliance between social workers and workers in industry. There also I shall describe the program of the Inter-Professional Association for Social Insurance, which takes as its point of departure the joint promotion by professional workers and industrial workers, including farmers, of a program of social insurance presumably conceived with the same objective as was voiced by the Conference on Governmental Objectives for Social Work, calling for a "system of welfare services," but motivated by no such acceptance of government as a hopeful instrument in the present economic system as has been expressed by the social workers.

While using these concrete illustrations of a more or less unconscious acceptance of government, I would prefer to discuss the subject in broader terms, for to me it is of tremendous importance that the whole body of social workers should be clearsighted in this present crucial period. A nonpartisan attitude toward political programs at a time when the issue is drawn as sharply as it is today may turn into essential partisanship, namely, defense of the status quo, and the programs of a previous decade which were intended to effect change can now be turned into obstacles to change. When they are put forward and supported by social workers they may actually delude industrial workers and the general public in a false confidence that welfare services can be devised without change in the economic system.

This is not to say that no immediate steps are to be taken. It is highly important that social workers should regard themselves primarily as serving their clients and indeed sharing with them in the status of workers in American society. It is in the professional organization that we social workers may think ourselves clear of our entanglements with the separate agencies of social service; define our goals, examine the foundations and reach our own clear decisions as to whether capitalism, private ownership and profit-making are to be retained, or whether the resources of this country are to be utilized in a socialized, planned economy for the raising of standards of living and the establishment of security of livelihood of the people.

We should bear in mind the recent terrible experience in Germany. It may be said that the Social Democratic Party in its legislative program came close to the reform program of American social work. Faith in this program diverted the attention of many of the Social Democrats and social workers of Germany from the necessity for change in the fundamental sources of power. Thus the way was paved for a change to a dictatorship supported by the dying capitalism of Germany under the guise of National Socialism, which leaves profit-making unchanged and uses the instrument of government for the maintenance of the economic status quo.

Social workers are accepting important positions in various branches of government in this country. Those of you who believe that that is the way you can best serve must look well to the significance of the mass protests which are disturbing your working hours. Will social workers continue to bear the brunt of these protests against politicians in their alliance with the property interests of the community, or will social workers rather look upon themselves as spokesmen for these protests, refusing to aid in putting up defenses for the status quo against the inevitable and necessary demands of those who suffer?

A clearer view will inevitably lead to some refusals to take governmental positions if these demand, as many do, that social workers in governmental positions will serve as apologists for the government of the day. Outspoken demands must come from the group as a whole, through a new professional alignment which should permeate the professional organization of social workers, the schools of training and the journals. The record so far seems to me to be confused. The New Deal, like the Progressive Party of 1912, has attracted social workers as essentially embodying their program. I plead for a critical review of the record before we commit ourselves to complete faith in a governmental program.

Why did the labor platform of 1912 fail of achievement? Why is the New Deal failing to resist the downward pressure upon standards of living, while giving increased power to monopolies and refusing to support the recognized right of workers to bargain collectively; even going further and positively discouraging strikes?

The reply is that neither the Progressive Party of 1912 nor the New Deal have been grounded in a program of workers' action for raising standards of living, but have been designed to sustain property by credits and to encourage restrictions on production in the interest of maintaining profits. Both have fostered illusions regarding government in the minds of the general public, and the social workers are not helping to dispel these illusions. Both have essentially tended to maintain economic privilege in power, yielding only so much as is necessary to prevent too strong a protest.

In the face of these failures, social workers need alignment with other workers, not drawing their inspiration from the relation of social worker to client, but rather identifying themselves as fellow workers looking toward more action, clearer facing of the issues, and demands which are not tempered to the "temper" of the administration and Congress but to the needs of the working people, whose standards of living should be the primary and indeed the sole concern of all branches of social work.

FERA

Yesterday—Today—Tomorrow

By C. M. BOOKMAN

THE Federal Emergency Relief Administration organized in May 1933 is the greatest organized effort ever made by this country in times of peace to relieve nationwide distress. If we remember that it was an emergency organization formed in the face of terrible pressure, hurriedly articulated and manned for emergency service, we shall be able to give it that understanding analysis without which we cannot evaluate it or reckon its contribution in a time when immediate, socially effective action was imperative.

The first thing which strikes the student of the history of relief is our continued unpreparedness to cope with the problems raised by each successive depression. Perhaps the weakest point in our whole approach has been our reluctance to face squarely the fact that a degree of economic and social reorganization must precede any solution of the problem of unemployment. The minute we commence to convalesce from depression we begin to forget its lessons. Some encouraging signs serve, however, to lighten the gloom. We have emerged from the era of Citizens' Emergency Relief Committees, with their quasi-political personnel and have banished most of our old picayune and socially indefensible money-raising activities for the unemployed. Breadlines, soup-kitchens and other demoralizing methods of doling out relief have pretty well disappeared. Instead of these puttering, ineffective procedures we have an increasing recognition that relief needs resulting from widespread unemployment caused by economic and social maladjustments, are a public responsibility and should be met by funds supplied by taxation.

The present depression is the first one in which we have seriously attempted to carry out public works on a national scale. A public-works program is distinguished from a work-relief program by the fact that it hires labor in the open market without primary reference to individual need. Attempts to mix public works and work-relief principles in one program have resulted in inefficiency in the prosecution of public works and in throwing more people on to relief rolls. The CWA was a large short-time work program, combining both public works and work relief; while it had many values it had weaknesses inevitable in any mixed program. The Civilian Conservation Camps, Civil Works Service, and work camps for transients are primarily work-relief projects. The concept of giving wages for work instead of granting direct relief, has gained tremendous headway during the present depression, but there has never been time to think out programs in advance and we cannot yet evaluate their results.

A quick review of relief activities during the past five winters will throw some light on the opportunities, as well as the limitations, which faced the FERA when it came into being.

1929–30. The increasing relief load was carried by the regular agencies, public and private.

1930–31. Relief needs having failed to decline during the summer, Citizens' Emergency Committees, state and local, were widely organized. The President's Emergency Committee for Employment, formed in November 1930, functioned as a national adviser and clearing-house. The winter saw a rapid increase of private relief funds, the administration of large public funds by private agencies and a wide extension of work-relief programs.

1931–32. State aid for relief began to appear. Homeless migrants increased in numbers and labor camps, particularly in California, were developed for both migrants and local homeless men. Barter units and various associations for self-help gained attention.

1932–33. The federal government entered into relief through loans to states by the RFC, thus combining community, state and federal effort, but with large amounts of public monies still administered by private agencies.

1933–34. Relief was largely taken over by public agencies with the FERA, established in May 1933, exercising increasing control and in all but eleven states supplying the major part of the funds.

The policy of loans to states by the RFC was probably a necessary first step in bringing the federal government into unemployment relief. The policy was seriously questioned from the outset and under it little progress could be made toward sound and reasonably uniform organization over the entire country. It did, however, establish the fact that the federal government must make large appropriations for unemployment needs and must assume leadership in administration, and that states and local communities must be persuaded or compelled to bear a just share of the responsibility.

In March 1933, four and a half million families representing over eighteen million people, one out of seven of our population, were receiving relief which we knew was wholly inadequate. A real crisis was upon us, and we began to question whether our institutions could survive the pressure of human want and economic insecurity. In this atmosphere the Federal Emergency Relief Act of 1933 was passed.

We can see in this act, carefully as it was drawn, certain vestiges of traditional ideas of local responsibility. With states becoming more and more resourceless and cities on the verge of bankruptcy, the act provided $500 million to meet a billion-dollar need, this on the theory of a financial partnership between the federal government, the states and local communities to supply the balance required. But states were finding it exceedingly difficult to meet their regular expenditures; and in many even if a governor desired to conform with the spirit of the partnership, he was unable to force a reluctant legislature to act; or when it did enact revenue bills, had no assurance that they would produce the amounts estimated.

The FERA, anxious to establish sound principles and to provide reasonably for the needs of the unemployed, promulgated standards for relief that could be carried out if sufficient money were secured from the states and communities. But the states and communities were hesitant to apply these standards and thereby increase the load on state and local tax funds.

There was and still is a widespread belief that the federal government would meet all unemployment needs if it had to.

The FERA had two methods of bringing pressure on the states for adequate financial participation: it could withhold federal money or it could take over the administration of a state's relief program. Both methods were fraught with danger. Under the first the unemployed would suffer while negotiations were going on, and while a state was trying to find a way to raise funds through taxation without levying new taxes. Under the second the chances were that the federal government would have to finance an increasingly large part of the load with a decreasing local responsibility for the prosecution of an adequate program. The FERA did not have enough money to do this on a national scale even if it had been desirable to do so.

The amount of federal funds contributed to general relief in the United States decreased slightly both in percentages and amount from the first to the fourth quarter of 1933. During the first quarter it contributed 58 percent, or $122 million, and in the fourth quarter 56 percent, or $106 million. On the other hand contributions by states increased from $18 million to $46 million, or from 8 percent to 24 percent of the total. The lesser amounts appropriated by local units largely offset this increased state contribution. The amount granted to separate states by the federal government in the final quarter ranged from practically 100 percent for five southern states to a third or less for the New England States, New York, New Jersey, Utah and California.

The federal administrator tried in every way to determine the extent to which a state could and should participate in this program and without hesitation granted a larger percent of federal funds to states with small resources. Some states probably received a percent larger than their deserts because of the unwillingness or inability of their officials to agree upon adequate participation. The question may well be raised whether, in the interest of the unemployed, it might not be better for the federal government to assume a larger financial share in the relief program, under such relationships with states and local communities as to insure more careful administration.

One of the first official acts of the federal administrator was to issue an order that federal funds must be expended by public agencies. In general this revolutionary change, effective August 1, 1933, has been carried through, but the tremendous administrative task of changing the whole structure of unemployment relief with the transfer from private to public care of hundreds of thousands of families, influenced the administrator to permit the use of private agency personnel so long as it was under the control and direction of a public agency. In most sections of the country this permissive ruling was used to strengthen public activities, but in others it served as an excuse to continue, under the letter if not the spirit of the law, the subsidizing of private social work by public funds.

One significant accomplishment of the FERA in 1933 was the initiation and development of a program for transients, a great step away from the limitations of the old local poor laws. From the beginning this program faced local opposition and prejudices against nonresidents. But in spite of obstacles, 261 transient centers and sixty-three transient work camps were, by the end of 1933, established in forty states and the District of Columbia. During December approximately 228,000 persons, including 12,800 families, were cared for by the Transient Service, to which the FERA allocated during 1933, $3,775,555.

The foundations laid by the Transient Department of the FERA in the fall of 1933 gave promise of a national program adequate both in scope and effectiveness. Transient relief has now been made an integral part of the relief program of the state, each state director retaining final administrative responsibility. The funds needed are earmarked by the FERA. There is danger here that the plan of Transient Service will go back to the old local basis with each state and community avoiding responsibility under the pressure to take care of its own resident dependents. In my judgment if progress is to be made in dealing with this abnormal social problem, the care of transients must become a national undertaking, controlled, paid for and administered by the federal government.

From the first, the FERA added great momentum to the already widespread movement for work instead of direct relief. It found a great variety of work-relief programs under way, some of them practically systems of forced labor with little or no individualization of service or determination of need. Some paid in cash, others in grocery orders and some in both. The administration attempted to bring order into this chaos, and issued instructions to the states which, had they been carried out, would have done much to place work relief on a sound basis. By November 1, 1933, approximately two million people were on work relief, though great difficulty was experienced in providing suitable and useful projects, largely because of lack of funds for wages and materials. Useful work relief is more expensive than direct relief unless its social values are considered.

One phase of this program entered into education. By the end of 1933, approximately $2 million a month was going to

FERA was an outstanding subject of discussion at the National Conference of Social Work and a thoughtful paper by Mr. Bookman, of which this article is an abbreviated version, gave it both facts and direction. The author says of it:

"I am anxious to push along as far as I can, the next steps that must be taken by social work if a decent job is to be done on unemployment relief. The paper has been developed with that thought in mind. If we can drive towards a permanent set-up for handling relief and related problems, if we can secure more ample appropriations, and if we can prepare a more far-reaching program with permanent values to present to the next Congress, some definite progress will have been made."

Mr. Bookman was for some months special assistant to the federal relief administrator. He is a past-president of the National Conference, a member of the Board of Directors of Survey Associates and, by way of a full-time job, the executive director of the Community Chest of Cincinnati, Ohio.

the states for the part-time pay of unemployed teachers and others qualified to teach who were in need of relief. A quota of 40,000 teachers had been assigned to the entire country. In this way many rural schools were kept open and adult education and special vocational training were provided. This was highly constructive and brought much needed assistance to a group which, up to that time, had been neglected.

In September, came the Woman's Work Division in the FERA and a countrywide organization which was able, under CWA, to put into operation a wide variety of projects employing a total of 180,814 women. This program would have been much more effective if it had had more adequate funds and if states had been assured of federal money to carry on projects.

The FERA, at the very beginning, had to face complications due to severe drought in certain areas. In addition to certain loan conditions, not involving the FERA, special plans were adopted calling for relief grants to supply feed for livestock and seeds for planting as well as for work relief and direct relief in districts where, it was estimated, over 200,000 families were in need.

The Relief Act of 1933 provided for aid to cooperative and self-help associations for the barter of goods and services. More than 60,000 persons were reported to be members of twenty-eight organizations which, up to January 31, received grants totaling $309,664. The FERA has had a liberal attitude toward self-help associations, but their development has been slow and not on a scale to make a conclusive demonstration of anything.

During the summer of 1933 the Agricultural Adjustment Administration found that its efforts to raise agricultural prices to a proportionate level with those of manufactured commodities were blocked by the huge surplus of agricultural products swamping the market at a time when millions of people were in dire need of the necessaries of life. The Relief Administration arranged to distribute large quantities of this surplus as material relief in addition to the regular relief allotments. Between October 4, 1933 and January 31, 1934 the Federal Surplus Relief Corporation used $24,518,500 of relief funds for the purchase of agricultural products, this in addition to the amount made available by the AAA through processing taxes.

At a time when the FERA was recommending cash relief and deploring relief in kind, it found itself sponsoring the largest program of relief in kind ever undertaken in this country. Contrary as this was to approved practices it appeared, under the circumstances then prevailing, to be a wise and sensible procedure. Nevertheless, the more or less indiscriminate distribution of surplus products undoubtedly had a demoralizing influence on many of the people on relief. Certainly the whole subject should be most carefully considered before further wholesale distribution of surplus products is undertaken as a relief measure.

The records show widely divergent amounts of relief per family in various parts of the country. In July 1933 it ranged from $3.96 in Mississippi to $32.27 in Massachusetts. From May until November, due to improved economic conditions, the number of families on public relief dropped from 4,252,433 to 3,358,996, a decline of 21 percent. The total amount of relief was maintained at about the same level, namely, $70,806,338 in May and $70,304,229 in November. The decline in the number of those receiving relief, without a corresponding decrease in the totals of relief, meant an increase per family from an average of $16.55 in May to $21 in November.

While there was a steady improvement in standards of relief, the quality of service due to excessive case loads continued to be wholly inadequate and it is doubtful if there was much improvement during 1933. This was due to many things—the tremendous demands of reorganization, constant and violent fluctuations of relief policies, immense case loads, and continued uncertainty as to the amount of money available. It is, however, fair to say that one of the most significant contributions of the FERA has been its recognition of the importance of case work in administering relief.

Many factors entered into the creation of the Civil Works Administration. The principle of work instead of direct relief had become a fairly well fixed policy. Work relief was employing some two million people on projects, many of questionable value. Spot studies indicated a breakdown in the morale of the unemployed and it was clear that we were in serious danger of building up an unemployable class.

The truism that the only cure for unemployment is employment was to have a searching test. The Civil Works program, financed with $400 million allocated by the Public Works Administration, was announced on November 8. During the following week the staff of the FERA undertook the staggering task of setting up a system by which 4 million men might speedily and effectively be put to work on useful jobs. Accounting and disbursing procedures, types of projects, allocation of men by states, record forms and general policies, all had to be prepared between November 8 and the meeting of state and local officials, governors and members of Congress, held on November 15. On November 16, the first transfers of work relief men to CWA payrolls began. By November 20, all persons on work relief had been transferred and work relief was abolished. On the first payday 857,565 workers received CWA checks and on January 18, over 4,000,000. In any project, after it is finished, it is easy to discover mistakes, limitations and unsound procedures. CWA was a gigantic undertaking executed with great speed. There is danger that its mistakes may cause us to lose sight of what was sound in it and of what it accomplished.

Civil Works had from the first an unfortunate mixture of programs. It was a recovery measure designed to put money into circulation and to give work to the unemployed on a basis of their need as well as of their employability. Two million were to be taken from the relief rolls and another two million through public employment offices. It was a short-time public-works program on a combined efficiency and relief basis. The wage-rates were established by the PWA. This meant that wages were in many cases higher than the going rate in communities. There were scattered instances of workers quitting regular jobs to get on CWA.

Because of its administration by the FERA, the public insisted upon regarding the CWA largely as a relief measure. As a result, self-respecting men who had taken CWA jobs in the honest belief that they had no relation to a need for relief, found themselves objects of public criticism and even on trial before public committees. Arising also out of this insistence upon regarding the CWA as a relief measure was a further lowering of the morale of the unemployed who failed to get CWA jobs,—and these were more than three out of every four who applied, but who saw neighbors placed who had less need for work. This was one cause of the recurrent charges of political and other favoritism. While politics played no part in either the relief or the CWA program so far as the FERA was concerned, in local communities it inevitably crept in.

As a result of the CWA experience it seems reasonable to

say that any fund administered by relief departments of the government must, in the future, be administered upon a basis of need, and that work-relief principles are sound in the carrying out of work programs by relief departments. Funds designed to increase consuming power should be administered through other agencies of government where the public expects work to be done on an efficiency basis.

It soon became evident that available money was insufficient to carry the CWA beyond February 1. In announcing the program, the President had clearly indicated that it was for the winter months only. The belief, however, was almost universal that the program would continue as long as needed. Because of inherent difficulties and because of improving business conditions, it was decided that the CWA should be demobilized and should end on May 1, with work relief taking its place for those still in need. But the increasing realization of the huge financial obligation brought the CWA program to an abrupt close on March 31.

CWA cannot be evaluated solely from the standpoint either of relief or of public works because it partook of the nature of both. Viewed as a relief measure it was an extravagant procedure. Between November 1933 and January 1934, instead of the expected seasonal increase in relief loads of 10 percent, there was a decline of 868,996 cases which may be largely attributed to CWA. If we add to this an estimate of the numbers which probably would have been on relief in January if CWA had not been in existence, we may say that CWA probably saved 1,200,000 men from the regular relief rolls. But CWA obviously resulted in many relief applications from those who were disappointed in getting CWA jobs, otherwise there would have been a decrease of fully two million from the relief rolls instead of less than a million.

From the standpoint of the cost of relief we have the same picture. The relief bill for November was $70,348,298. If we add to this 18 percent as the expected total for January on the basis of the preceding year, we have an anticipated total of $83 million for January 1934. The actual expenditure was $52,700,000, or a saving in relief of approximately $30 million. Against this was the more than $241 million expended by CWA in January.

We must, however, consider the other values of CWA and not think of it wholly as a relief measure. The criticism has been advanced that CWA was extravagant as relief and not large enough or long enough continued to be effective for industrial recovery. It is natural, in the enthusiasm of the moment and in the face of an urgent situation, that the possible recovery value of CWA was not carefully calculated and that exaggerated claims were made. A reasonable claim can still be supported that for the time being it was helpful and that the consumption-goods industries and the retail trades felt its stimulation. On a basis of twelve million unemployed, CWA could offer a job to only one in three. The four million on CWA rolls represented 16 percent of those gainfully employed for wages and salaries in 1932. The billion dollars estimated by the federal administration as the total cost of CWA was slightly over 2 percent of the total national income paid out in wages in 1932 and about 3 percent of the total paid out for wages and salaries in the same year. Such an amount could not have a very marked effect upon business recovery.

Possibly the most serious defect of CWA was the vain hope it gave to millions of unemployed, that at last a job at a reasonable wage was to be provided for them by their government until business could re-employ them. That hope cannot again be established by any program we can now devise. To destroy the confidence and break down the morale of ten to twelve million people who had endured four years of privation and want was serious indeed.

It is to be hoped that in the future we may be wise enough to provide two separate work programs, each adequate to accomplish the purpose for which it is intended. One, a public-works program employing men on an efficiency basis and carried out by the regular departments of government ordinarily doing such work; the other, a work-relief program under the supervision of case workers and primarily designed as social therapy.

Upon the discontinuance of CWA, the FERA announced a threefold program: rural, urban and for stranded populations. Work relief was reinstated with need as its basis. Civil works and direct relief were replaced, in rural areas, by a program of rehabilitation to help destitute persons, eligible for relief, to sustain themselves through their own efforts. The program for stranded populations aims to restore independence to destitute rural residents by furnishing them the opportunity to produce their own food while earning enough cash in part-time employment for their other essential needs.

These new programs are just getting under way. In many respects they are necessarily experimental. They give promise of developing a more scientific method of handling relief than we have had in the past, but neither they or any other program can succeed unless a real philosophy is developed and broad national plans are laid. The FERA has developed a sound and adequate statistical and research department which has the facts upon which to base not only an emergency program, but long-time planning.

What is the situation at the end of the first year of the FERA?

1. In April 1934 the all-time peak of families on relief was reached—over 4,600,000 families. In March 1933 there were 4,500,000 families.

2. During the past year a billion dollars was spent on CWA and probably $800 million on work relief and direct relief.

3. On May 1, 1934, the FERA had about $350 million available to meet future relief needs. It is estimated that $850 million more must be appropriated by Congress for the ensuing twelve months; that is, that we must be prepared to disburse relief at the rate of $100 million a month. If the states and their local subdivisions continue their present rate of appropriations, from $25 to $30 million more per month will be available. But states and local subdivisions are encountering increasing difficulty in finding funds and it is doubtful if we can expect these sums. In other words, there appears to be less money in prospect for the next twelve months than was expended during the past twelve, including CWA expenditures which definitely must be taken into account.

4. Relief loads have been steadily climbing during March and April.

5. The amount allowed per family per month, while it shows an increase over one year ago, is still below any reasonable standard of relief.

6. There is confusion and uncertainty in administrative procedure that is seriously interfering with the business of giving adequate relief to the unemployed.

What are the prospects at the present time of public works and industry absorbing enough of the unemployed to reduce the relief rolls? Public works is now employing about 500,000 men. I hazard the guess that this will not be increased by more than 250,000 to 300,000 during the summer months. Industry will absorb additional workers during the summer, but probably not more than 1,500,000 more than it is now employing. Certainly this does not present a hopeful picture

for the immediate future. We may be certain that our relief load will continue to be high for months to come regardless of the extent of business recovery.

The apparent disorganization and confusion in the administration of relief probably arises from the shifting of millions from CWA to work relief and direct relief. But part of the confusion, it seems to me, can be charged to faulty organization. We can predict with reasonable assurance that the new threefold program of the FERA can be made to work. The questions I wish to raise are: Will that program take care of the situation as we know it to be? If not, how can it be made to do so? My first suggestion is that our temporary setup give way to a permanent national relief organization, with state and local counterparts. My second, that we as a nation face frankly the inadequacy of the funds available and the probability of diminishing state and local funds; my third, that a program be prepared for the Congress which meets in 1935, that will be aimed towards more permanent and comprehensive results. This program must include phases of social welfare other than unemployment relief. It must not overlook the aged, the sick, dependent mothers, children and those in need of relief from causes other than unemployment.

One lesson we should have learned from our experience with the FERA is that no system of relief, however soundly conceived or ably administered, can be successful in coping with the byproducts of unemployment and that no system of relief can take the place of work opportunities. During the depression we have seen the morale of workers shattered, their health undermined, their homes disrupted. We have seen them change from self-respecting, independent citizens, into self-confessed unemployables.

Our future economic setup must provide work opportunity at such compensation as will insure to all a reasonable and increasing standard of living. This opportunity should be made possible under our industrial, social and political organization by whatever governmental regulation may be necessary, but only to the extent absolutely demanded, should such regulation be imposed. In this fifth year of the depression we are becoming increasingly conscious that we have entered a new social era in which social planning and the marshalling of all the forces of society will be necessary to meet the tremendous problems of the years to come. Economic conditions may improve, but major maladjustments in our economic life will continue for years. The fundamental human need for a guaranteed economic security will be increasingly imperative.

To meet this need our national life demands intelligent ordering, conscious planning and social control. No group should labor under the delusion that it has the wisdom or ability to plan or enforce all the needed adjustments. We must content ourselves with so understanding the problems of society that we may concentrate on planning and developing that limited sector of the social life for which we have special and professional competences. Our special competence as social workers clearly dictates the concentration of our attention and effort upon those phases of social planning that are immediately related to the great human quest for added security.

We are, from this standpoint, primarily interested in the whole field of social insurance, including accident insurance or workmen's compensation, old-age insurance or pensions, sickness or health insurance, and unemployment insurance or reserves. Since these devices and others which might be named are calculated to provide an increasing measure of security for large numbers who at present must depend entirely on haphazard relief, and since they represent effective social organization for meeting the great common needs of mankind, social workers should promote them to the best of their ability.

But though all these measures may help to make relief less necessary, there always will be some need for relief—distasteful and unfortunate as it may be. For this social planning is desperately needed. We must plan, in the very near future, an entirely different and modernized system of relief for this country. It should begin at the top in a carefully organized Federal Department of Welfare, to plan, direct and coordinate the diverse features necessary to a socially valuable and permanent national welfare program. It would scarcely be possible to develop and control such a program except through federal participation in finance and in direction.

The Federal Department of Welfare should operate though an efficient system of State Welfare Departments, which in turn would work through County Departments set up on an entirely new basis, eliminating the present scattered local welfare and relief activities, and replacing them with a unified, intelligent and efficient system.

This is an ambitious undertaking, but social workers may well concentrate upon it in the years immediately ahead. The key to unified action lies in the leadership of the federal government. One of the great lessons of the FERA is the value of leadership and unified national action. Every reason points to the necessity for a Federal Department of Welfare, with grants in aid to the states contingent on the establishment of sound administrative machinery and the maintenance of acceptable welfare and relief standards. With the establishment of such social and political organization would come a real hope of meeting effectively the needs of the coming years.

SINCE the original paper was written, the scene has shifted again. On May 15 the President recommended to Congress the appropriation of $1322 million "under fairly broad powers" delegated to the President. Of this it appears that $940 million is intended for the Relief Administration, principally for work relief to replace the Civil Works program. The President indicated that his recommendation was designed to round out his budget for the next fiscal year but that the appropriation he proposed might carry through only into the early part of the calendar year 1935. "If, at that time," he said, "conditions have not improved as we now hope, the next Congress will be in session and will have full opportunity to act." The new works program will delegate more responsibility to states, cities and counties with the federal government having a say as to how the money is to be spent.

Without further discussion of the details of the program, let's stop for a moment to consider the immediate future. Should we estimate less than 4½ million families as our relief load for some months ahead? At an average of $30 per family per month, this would require an appropriation of $135 million per month for relief. In using $30 per month per family I have placed the estimate beyond any relief program yet undertaken. Can an average of $30, after four years of privation, furnish sufficient relief to provide any degree of safety to the individuals or to society? We are still thinking of relief in terms of a few months' emergency. The time has come to plan in terms of a reasonably adequate standard of relief for the unemployed and not on the basis of making an appropriation last over a stated period of time.

I am pleading for a different approach to the whole problem of relief until industry actually absorbs the unemployed. "No one will be permitted to starve" is no longer an ethically sound nor a socially safe program of relief.

1000 Delinquent Boys

By a Juvenile Court Judge

To the Editor: The summary of Sheldon and Eleanor T. Glueck's One Thousand Juvenile Delinquents by Dr. Richard C. Cabot which appeared in the February Midmonthly issue of The Survey has been the subject of considerable discussion and the source of a great deal of adverse and unwarranted criticism of juvenile courts. The impression left upon the average reader by Dr. Cabot's article is that the Boston Juvenile Court is one of the outstanding courts of its kind in the country and that, despite this, it has signally failed to deter or reform 88 percent of all the boys who have been brought before it. Neither impression is true. Dr. Cabot's article, by inference, leads to the further impression that what is true of the Boston Juvenile Court is also true of juvenile courts in general, and that they are, to quote Dr. Cabot,

> an appallingly complete and costly failure, a stupendous waste of time, money and effort in an attempt to check delinquency.

Those who are in close touch with the juvenile court movement of today and familiar with the work of the progressive courts know that these impressions are not warranted by the facts. It is not to be supposed that Dr. Cabot intended to create such impressions. Nevertheless, these are the impressions gained by practically everyone with whom I have discussed the article, including professional social workers, educators and intelligent laymen. Dr. Cabot's article has been quoted in magazines, newspapers and organization reports as indicating the utter futility of the juvenile court movement.

The misapprehension is due to the presentation and wording of Dr. Cabot's article, which is unfortunate, to say the least. There is a lack of clarity because his main proposition, though stated, is not clearly defined. Possibly because of his familiarity with the survey about which he writes, he assumes a knowledge on the part of his readers which few of them can possibly possess and which is necessary for a proper perspective. For instance, what proportion were these one thousand boys of the total number that appeared before the Boston court in the period under consideration? The book itself does not give this information, but it was probably about 20 percent. The reader is not informed of the fact that these one thousand delinquent boys were the most perplexing problems and the least promising of all those brought before the court. In short, the article fails to make clear that these one thousand boys were extremely difficult cases to begin with, from which a large percentage of successes was not to be expected.

Dr. Cabot says he was familiar with the facts of this survey when he challenged the social workers at the Minneapolis conference in 1931. Let me quote from his presidential address on that occasion. After commenting that the Gluecks' previous book, 500 Criminal Careers, showed 80 percent of failures, he said:

> A similar study of one of the best known private case work agencies in Boston is soon to be published. It shows 88 percent of failures.

Then he continued:

> Is this a bad showing or a good one? I doubt if anyone is yet in a position to answer the question. In certain fields of medicine 88 percent of failures, or 12 percent of successes, would today be regarded as an extraordinarily good showing.

The inferred comparison is Dr. Cabot's, not mine. Has he now altered his opinion? Let me quote from the book under discussion, page 236, where the Gluecks state:

> an appraisal of the value of the clinic-juvenile court approach to the treatment of delinquents cannot depend solely on the test of post-treatment recidivism. A physician who makes a thoroughgoing diagnosis and carries out an intelligent program of treatment is not judged exclusively by the percentage of his patients who fail to recover.

Nor should the reader get the impression that the Boston Juvenile Court was then, or is now, truly representative of the juvenile courts of the country. There is probably no metropolitan court in the country which operates under greater handicaps. It is restricted by the Massachusetts juvenile court legislation, which the Gluecks describe as "a thing of shreds and patches" (page 17). It has jurisdiction only in the older and more congested central municipal court district of the city and is in frequent conflict with the municipal courts of other districts, which also exercise juvenile jurisdiction. It has never had adequate equipment or personnel to perform its functions effectively. It has not sufficient authority over parents and adult contributors to enforce its decisions and these have frequently been temporized by the fear of appeal which may remove the case entirely from its jurisdiction. It has not had the necessary support and cooperation from other social agencies, without which no juvenile court can function effectively. All these shortcomings and limitations are made abundantly clear in One Thousand Juvenile Delinquents by the Gluecks.

On the other hand, both the Boston court and the Judge Baker Foundation, which the Gluecks also reveal as being severely limited in efficiency, have received a great amount of wide publicity which has misled the public into a false belief of their preeminence in their respective fields. To this court

WIDESPREAD interest and sharp clash of opinion have followed the publication of the first volume of the Harvard Law School's Survey of Crime—One Thousand Juvenile Delinquents, by Sheldon and Eleanor T. Glueck (Harvard University Press, $3.50 postpaid of The Survey.) Dr. Richard C. Cabot's review of it at substantial length in the February Midmonthly Survey (p. 38) was followed by a letter to the Editor from Dr. William Healy, director of the Judge Baker Guidance Center in Boston, in our March issue (p. 94); by letters from Philip Schoenberg, of the Jewish Big Brother Association of Cleveland, and A. E. Howell, general supervisor of the Worcester, Mass., Board of Public Welfare, in the April issue (pp. 140–141), and, in the same issue by an article in reply by Charles L. Chute, executive director of the National Probation Association (p. 116).

Here we publish three letters, from the differing points of view of a juvenile court judge, a parole officer and a mental hygienist.

Dr. Cabot's review was used in abbreviated form in The Literary Digest of March 10 (p. 19). A review from the child-welfare point of view, Is There No Hope for Delinquent Youth? by Charles E. Dow, executive secretary of the Children's Protective Society, is published in The Tree, the house organ of the Minneapolis Council of Social Agencies (April). And, as these lines are written, the whole matter is under discussion by Dr. Glueck and his critics at the National Conference of Social Work which is meeting in Kansas City, Missouri.

might be applied the general observation made by C. C. Carstens, director of the Child Welfare League of America, in 1921:

The juvenile court has suffered in the house of its friends. They have too often been satisfied with only part of the necessary equipment and have stupidly vaunted themselves in the thought that they had a juvenile court; but the name has no virtue in it unless it is attached to an institution of substance. . . . For it is making bricks without straw.

The Boston Juvenile Court is a poor standard by which to measure the juvenile courts of the country. There are many far superior to it in facilities and personnel, backed by more comprehensive and adequate legislation. Juvenile courts have advanced a long way since the period under consideration by this survey (1917–1922), so that comparisons then and now are without point, except to demonstrate their evolution. The past ten years have witnessed a rapid advance in the development of techniques and methods not only in the larger but also in many of the smaller courts in the country. In many progressive communities the juvenile court has taken on the functions of a social service agency and as such has enlisted the effective cooperation of the other social service and case-working agencies within the community, and has used its influence and support toward the development or extension of such cooperating agencies. Psychiatric service and follow-up treatment is now used by a large number of courts.

Dr. Cabot's article cannot be termed an adequate or comprehensive summary of the book, One Thousand Juvenile Delinquents. Rather, it appears to be an expression of his personal conclusions as to some of the material it contains. Those who read the book will be surprised to find that the conclusions and recommendations made by the Gluecks are considerably at variance with those which Dr. Cabot's article seems to convey. Certainly Dr. Cabot has a right to his own opinions and to the free expression of them, but it is unfortunate that, because of his connection with the university under the auspices of which the survey was made, and with the committee having the work in charge, the public is led to believe that he expresses the conclusions of the survey committee rather than his private opinion.

What are the conclusions of the survey as set forth in One Thousand Juvenile Delinquents? After examining the material gathered and remarking that, for statistical purposes, "the records of both court and clinic were found to be inadequate to the purpose we had in mind" (page 131) the survey points out deficiencies of the law and of the physical and personnel set-up of the court and clinic. It points out that the clinic frequently made recommendations which it was impractical and sometimes impossible to carry out. It also makes clear that the community and society as a whole have a large part in the responsibility for the non-success of the court and clinic.

An increase in the extent to which a clinic and juvenile court can bring about transformation of character and conduct must, in the last analysis, depend upon general improvement in social conditions and in the mental and physical equipment of their clientele. In large measure, however, these are beyond the scope and control of a clinic and court; they present broad and deep problems to be met by society and social policy as a whole (page 230).

Speaking of the clinic, the survey says (page 238):

But even from the point of view of "practical results" in reducing delinquency, the value of a psychiatric clinic is not to be determined exclusively by the test of post-treatment recidivism or reform.

And further (page 240):

A clinic is also capable of giving direct aid to a community in preventing the spread of criminal contagion.

Regarding the court, it says (page 241):

A juvenile court also contributes intangible but real values which justify its retention.

Summarizing their findings, the authors say:

The upshot of our argument, then, is that despite the disappointingly small number of successful outcomes of cases as measured by delinquency, the path of progress does not seem to lie in the direction of abandonment of juvenile clinics and courts.

It follows this with recommendations looking to the improvement of both court and clinic and points out that delinquency is a community problem against which the clinic and court are ineffectual without the organized support of the community and the facilities for social readjustment within the community which it requires.

One Thousand Juvenile Delinquents is not a study of juvenile courts nor of delinquency clinics. It is not even a comprehensive study of one court. It is as thorough a study as was possible with the fragmentary and limited material at hand of the relationship of the Boston Juvenile Court and the Judge Baker Foundation Clinic in dealing with a given number of the more difficult delinquent boys who came before the court. The period studied was during and just after the World War, when juvenile delinquency had reached a height from which it has since greatly receded, and when the disorganization and lowered morale of society were unfavorable to successful readjustment. The clinic was newly established and was not yet firmly rooted in its new soil, nor able to utilize the existing facilities of its environment. The judge of the court was fresh from the bar, was legalistic in attitude and had not yet acquired the philosophy of his work and the technique that comes only through experience. The court was badly handicapped, on the one hand by limited legal powers, personnel and equipment, and on the other hand by a dearth of social resources in the community with which to carry out either the recommendations of the clinic or his own decisions. With this inadequate equipment for diagnosis and treatment, cannot 12 percent of successes in extremely difficult cases be regarded, as Dr. Cabot intimated at Minneapolis, "an extraordinarily good showing"?

May we hope that those who have read Dr. Cabot's article will withhold their judgment until they have read One Thousand Juvenile Delinquents. Then we are confident that they will not apply the conclusions of either to all juvenile courts indiscriminately.

HARRY L. EASTMAN
Judge, Cuyahoga County Juvenile Court, Cleveland, Ohio

By a Parole Officer

TO THE EDITOR: Perhaps there are others like me who read the reviews and commentaries of and on the Gluecks' book, 1000 Juvenile Delinquents, before reading the study itself. And of those possibly a number felt as I did after jumping at a conclusion—that there was nothing for a decent, self-respecting social worker to do but resign. For, to take the articles seriously, social case work seemed to have failed, as had every technique known to and supplementing it. And if so, why waste time, money and energy upon a program unproductive of results? I fear this feeling may be more than the exception among social workers, and that the critiques may have created an unfortunate impression which the Gluecks themselves would want to modify. Consequently this letter, the thesis of which is: read the book.

For the book sets up no indictment of social work. Neither does it point to a failure of the psychiatric approach. What it says in effect is, not that the techniques here employed were impotent, but that the facilities for the employment of the techniques were inadequate. This is a criticism of the failure of a community to provide adequately for the few types of therapy that are believed to have some value.

The case-work technique is not criticized. It has not been given a chance here. Only a portion of the 1000 delinquents were exposed to it. Placement on a farm, in a foster home or a penal institution does not imply continuous case-work supervision.

As for those children who were placed under the supervision of a probation officer, what do we know of the degree of the case work efficiently employed? Who are the probation officers? Are they well trained? What is the basis of their selection? What of their personality and approach? In other words, what is the calibre of case work which may be expected from this particular group of probation officers? It is not very significant to us to be told that case work

was unable to decrease recidivism if we are not certain that maximum efficiency in the case-work technique was achieved.

Further, of all the cases studied, 547 were under treatment from three to not more than nine months. Only 72 were under treatment for more than 18 months. With this as an indicator of what may obtain among those under "case-work supervision," we may question what possible efficacy there may be in such short-time treatment. All of us working with delinquents have been forced to the realization that to attempt to recondition the ingrained behavior patterns of anti-social beings, we must, on the average, carry cases over a considerably longer period.

That the calibre of the case worker is a factor, if not the prepotent factor, in optimum achievement, is hinted at in the finding by the Gluecks that some relation was found to be present between the make-up and technique of the probation officer and the degree of success in his case load. Certain officers were found to have a definitely higher percentage of success than others.

But if the Gluecks have not criticized the case-work *technique*, neither have they deprecated the possible value of the psychiatric approach. They themselves would be the last to say so. What they point out is that the rounded psychiatric approach was not used. The Judge Baker Foundation Clinic, due to lack of time and facility, was limited to diagnosis alone and gave no treatment. In 80.5 percent of the cases the child was seen in the clinic only once. And when recommendations for therapy by a lay person were made they were carried out completely in only 21.5 percent of the cases.

When we finally analyze the study from the standpoint of these two considerations, the efficacy, or lack of it, of case work and psychiatric techniques, we find that the authors have not attempted to say anything more than that under existing conditions, in this particular community, at this particular period, recidivism was present to a high degree and that if these approaches might have been helpful, they were not because they were not properly tried out, they were not adequately provided for. The reflection, then, is upon the prevailing practice, in most communities, of starting a program of social planning, with the germ of what may be a good idea, without making it possible to give that program proper facilities for working out to a finish.

The only condition under which a true analysis might be made of these techniques would be one in which a community has set up a fully adequate organization, dealing with the preventive stage of delinquency, a sort of anticipatory social case work and psychiatry, carrying the work on through to the probationer or paroled man, over a long period of time.

The Gluecks' book ought to be a starting point. It has pointed out the need of evaluating, not the minutiae of a large problem, but the problem in the whole. In a field such as family case work this might be a valuable suggestion. Practice has so rapidly outstripped theory that it may be well to stop and analyze the entire work of the family case-worker, and to measure his results critically and accurately. With a series of such studies, in the several related fields, one could, perhaps, finally reach a conclusion, either that the techniques are valueless, or that they can overcome some of the obstacles, such as lack of funds, time, and so on, and still achieve something worth while. The Gluecks' book ought to be a challenge to the whole field of social work.

DAVID DRESSLER
Senior parole officer, New York State Division of Parole

By a Mental Hygienist

TO THE EDITOR: Doctor Cabot's review and discussion of 1000 Delinquent Boys so involves child-guidance clinics generally that it calls for a brief, defensive reply. His implications are of general interest not only because the Judge Baker Foundation has stimulated the organization of other clinics and is often pointed out as a characteristic example of child-guidance work, but also because Dr. Cabot himself stretches beyond this one clinic in his discussion and says things about clinics in general.

The study of 1000 juvenile delinquents reflects activities of 1917 to 1922, a period which was not only atypical due to war and post-war conditions, but a period which represented the first years of a new venture. One who knows anything about social change does not expect that the first years of effort are reflected primarily in case results. The first years, while directed toward cases, are consumed much more in arriving at changed orientations, new facts, battling against obstructive precedent, and the development of greater critique in method. Seen from this angle, the progress in the court and clinic in Boston during these years was full of achievement that contradicts any conclusion that the project was a "stupendous waste of time, money and effort" as Dr. Cabot has put it. Dr. Cabot must appreciate that in all our social advances these initial orientations are the first gains. Efforts toward the control of cancer are at present at this orienting stage, while the war against tuberculosis has, over the past twenty-five years, reaped case results for which earlier work laid the orientations.

Without giving the Judge Baker Foundation credit for some commonsense in benefiting by its experience, Dr. Cabot takes the conclusions of a study of work done fifteen years ago and presumes to apply it to the conditions of today, without appreciating that this and other clinics have long realized the needs that he so easily presents on paper and have struggled with their practical implications. His flat charge that the Healys have been "so busy that they do not know whether their work is having a good effect, a bad effect, or no effect at all," can only be explained by his failure to observe the necessary scientific procedure of getting reliable data. The follow-up made by the Gluecks is not the only follow-up that has been made on the cases of the Judge Baker Foundation, and aside from formal follow-ups, the Foundation has by a case-to-case interest become fully aware of every issue that Dr. Cabot has raised and has attempted to cope with it. When Dr. Cabot says that these delinquents were "studied by expert psychiatric procedures and treated by methods most in vogue elsewhere today," we are sure that he has spoken beyond his data. Dr. Cabot does not know what is in vogue in clinics today. To study treatment methods by the careful analysis of case records, clinic by clinic, has definite limitations, even though it is the best method available, but to arrive at a theoretical mode of treatment procedure without even visiting clinics, without talking with their staffs or even corresponding with them, leaves available only such snatches as can be gleaned from the printed literature. Yet this literature alone shows considerable critical consideration and experimentation with treatment and could by no means lead us to a conclusion of fifteen years of stasis.

Every worth-while recommendation made by Dr. Cabot, or for that matter the Gluecks themselves, has been appreciated, voiced, experimented with and at times discarded as impractical by clinic after clinic, and not the least among these, the Judge Baker Foundation. The plea for complete merging of the clinic and court is not, excepting in our larger cities where specialization is possible, conducive to the close community coordination of schools, social and health agencies that the Gluecks have pointed out as the prime loci for the attack upon delinquency. The essential point that the Gluecks have stressed even as of 1917 is that a scientific approach is of itself valid, entirely apart from case results, since through it alone have we any prospect of progress. Only as this clinic approach is shown to be less valid than some other which can entirely take its place is it due for condemnation, even though, contrarywise, it is always due for suggestions as to new and changed procedure.

GEORGE S. STEVENSON
Director, Division on Community Clinics, National Committee for Mental Hygiene

Dr. Cabot Replies

TO THE EDITOR: Among the criticisms of Dr. and Mrs. Glueck's book, 1000 Juvenile Delinquents, and more particularly of my review of it in the Survey for February 15, are the following points:

1. That the thousand cases studied by the Gluecks were "the toughest kids they could find," a group of particularly difficult cases, not the ordinary juvenile delinquent. Is this so? I think not.

As the Gluecks' book was finished before Judge Cabot's death, both they and I had long talks with him on this very point, and were assured by him that he had *not* picked out especially serious or difficult cases to send to the Judge Baker Foundation for examination, although among the reasons for sending cases to the clinic was that they *puzzled* him. Obviously a cursory contact with a delinquent child cannot indicate the extent of the difficulty of treatment. Certainly the seriousness of the offense (in the legal sense) is no criterion of the difficulty of treatment, as all the Gluecks' researches show.

I have before me the figures in regard to 504 boys who appeared before the juvenile session of the Municipal Court in the Roxbury District of Boston, and who were placed on "straight probation" or on "suspended sentence," and had *satisfactorily completed their probation* during the years 1919–1923. Thomas F. Teehan, chief probation officer in that court, who gave me these figures, found that of the total of 504 boys, 72 percent were repeaters after the expiration of probation, as gauged by the records of the Board of Probation alone.[1] Twenty-seven of these boys were parochial school boys, and of these 14, or approximately 50 percent, were repeaters. Mr. Teehan had no chance to supplement this finding by the intensive methods of follow-up investigation applied by the Gluecks, which would in all probability have augmented the failure rate at least to the 88 percent found by the Gluecks, as in their series a recidivism of 62 percent was found when they checked through the Probation Commission alone. In Mr. Teehan's group there is no question of the selection of especially difficult cases, as only those boys who had successfully completed their probation were included.

Incidentally it must be remembered that it was the Gluecks' purpose, clearly stated and reemphasized in their book, to gauge the combined effectiveness of society's most modern device for coping with juvenile delinquency, viz., a juvenile court with a clinical adjunct. This aim dictated the choice, not of all court cases but only of those sent by the court to the clinic for examination. The exact aim of the Gluecks' study is carefully indicated throughout their book, and even in its title,—One Thousand Juvenile Delinquents: Their Treatment by Court and Clinic.

2. Dr. Healy and other of your correspondents submitted that the responsibility for the results shown in the Gluecks' book should be laid, not on the Juvenile Court or on the Judge Baker Foundation, but on the community in general, which permits children to grow up in such bad conditions. But if the environmental effects were as important as is suggested by the phrase, "a community problem," why then do they not act on all those exposed to them? We all know that although there are often several delinquents in one family, this is by no means always the case. A genuinely important environmental influence, such as that of a tropical climate on members of the white race, shows its effects on practically *every* white man, not on a minority only.

Moreover, if delinquency is a community problem, this is equally true of tuberculosis, rickets and other diseases which medical science has nevertheless effectively combatted without radically changing the community conditions in which these diseases spring up. At any rate, one cannot say *both* that delinquency is wholly or largely a community problem, *and* that particular agencies designed to combat it are doing effective work at the present time. It is true that the work of a juvenile court and clinic can be improved by more adequate collaboration of all constructive community agencies; but this does not mean that a juvenile court and clinic can disclaim all responsibility for the unfavorable outcomes.

3. It has also been said that the Juvenile Court never pretended to cure delinquency, as medical science now does not pretend to cure cases of advanced cancer. To this the answer is that if such institutions as the Juvenile Court and the Judge Baker Foundation do not cure *or ameliorate* delinquency, it is not obvious why they should exist. Any hospital that had a failure rate of 88 percent could not secure public support. It is relevant here to recall some phrases of Dr. Healy. He is the man who knows most about the cases studied by the Gluecks, and in his excellent letter in The Survey, March 15, 1934, he says, "The facts of failure were well known to us and largely recorded in our case records. . . . The Juvenile Court was established as a humanitarian adventure; the hope of its being curative has not been fulfilled." Precisely.

We need only to refer to the earlier and current literature regarding the purpose of establishing juvenile courts and clinics to see that the philosophy underlying them is not merely one of humanitarian procedure, but definitely relates to the prevention and cure of crime.[2]

4. Several of your correspondents say in substance, "What was the matter with Boston and her Juvenile Court in 1917 to 1922?" implying that much better results are now obtained elsewhere. When in other cities 1000 delinquents have been followed up with the same extraordinary thoroughness used by the Gluecks, and are reported on *not by those primarily concerned in their treatment* but by impartial judges, we shall know whether the Boston Juvenile Court under Judge Cabot has in fact made a poor showing compared with other cities. Today no one can say this with evidence to prove it.

This last argument reminds me of an old experience of mine. Twenty-five years ago I checked in the autopsy records 5000 cases diagnosed during life at the Massachusetts General Hospital, and found a surprisingly large percentage of mistaken diagnoses. When I reported these facts to representative physicians from different parts of the country there was the same outcry,—"What is the matter with Boston?" I answered then, "Have your own diagnoses checked by an impartial outsider like the pathologist and you will probably find that you are not doing any better." So far as I know this challenge, issued in the year 1910, has never been answered. I look with interest to see the response to the similar challenge made by the Gluecks' research.

5. Finally, several writers have tried to make a distinction between what the Gluecks think and what I think. The Gluecks read and approved my review before it was sent to The Survey. They agreed with it then, they agree with it now. Of course, in a brief article I could not go into all the nuances and qualifications of the central finding of high recidivism to an extent possible in a book. But if there is any difference in emphasis discoverable between us, I would certainly say, "Read the Gluecks' book. Don't bother with my review."

Cambridge, Mass. RICHARD C. CABOT, M.D.

[1] This is a central clearing file of court records for Massachusetts.

[2] See for example the statements of such authorities as The Survey magazine, editorial in the issue of February 5, 1910; Judge Julian W. Mack, The Juvenile Court (Proceedings of the American Bar Association, 1909, pp. 453–454); H. H. Lou, Juvenile Courts in the United States, 1927, p. 143; Charles L. Chute, Probation in Children's Courts (US Children's Bureau Publications No. 80, 1921, p. 9); Dr. Augusta Bronner, The Contribution of Science to a Program for Treatment of Juvenile Delinquency (in The Child, the Clinic, and the Court, pp. 76–77); Grace Abbott, Case Work Responsibility of Juvenile Courts (1929 Year Book of the National Probation Association, pp. 85, 86, 88–89). A host of other authorities and leaders in this movement might be cited.

Correction

TO THE EDITOR: I have just finished reading with much interest the comments on my study of relief policies in five Ohio counties as published in The Survey of April 15, page 134. I found, much to my humiliation, a typographical error for which I was responsible as it appears in the table which was published in our booklet. It occurs in connection with the figures on case workers per 1000 population in Cuyahoga and Hamilton Counties. This should read: for Cuyahoga .607 and Hamilton .257 workers per thousand population.

Cincinnati Community Chest ELLERY F. REED

THE COMMON WELFARE

The Propaganda Joker

THE Federal Revenue Act of 1934, recently signed by President Roosevelt, was made into law without change in the new clause regarding propaganda, which it was pointed out in The Survey for May (A Muzzle in the Revenue Bill? page 147), might be used to keep social agencies from campaigning for new legislation. Paragraph (o) of Section 23, providing for deductions from gross income for "charitable and other contributions," now reads, the new part being in italics:

Subdivision (2), A corporation or trust or community chest fund or foundation organized and operated exclusively for religious, scientific, literary or educational purposes or for the prevention of cruelty to children or animals, no part of the net earnings of which inures to the benefit of any private stockholder or individual, *and no substantial part of the activities of which is carrying on propaganda, or otherwise attempting to influence legislation.*

This provision was not appended to the separate sub-paragraph describing "posts or organizations of war veterans, or auxiliaries, units or societies of any such posts or organizations," so that the American Legion may carry on all the propaganda and lobbying it likes without suffering in the deductibility of contributions made to its funds.

As was pointed out in our May issue, this might be used as a club against any social agency which, in the natural course of the year's work, campaigns for changes in the welfare and health laws, state and federal. A member of Survey Associates, who is a lawyer, urges that social agencies begin now to plan a campaign to secure an amendment by the next Congress.

Without Benefit of the AMA

"THE point at issue is not the insurance principle but how to use it" declared the Committee on Medical Economics of the Colorado State Medical Society in a recent constructive report to the Society's House of Delegates and Officers. The Committee approved a program of offering annual medical service on a voluntary non-profit basis through county medical societies, with provision for the indigent, for families of small means and the middle class. These recommendations were accepted by the Reference Committee on Reports, adding a fifth state medical association to the list of those which have taken or approved immediate steps to offer service through county societies on payment of an annual fee. Not the least significant aspect of the report and its acceptance is the allusion to the American Medical Association: "We are not unmindful of the opposition of the AMA to the general plan of insurance medicine . . ." declared the Committee on Medical Economics. "All of us have looked to the AMA for help. Thus far we have been disappointed." The Reference Committee commented, "We do not believe such a trial of an insurance contract will provoke a revolution in the conduct of medical practice," perhaps alluding to the famous editorial on "communism, socialism, inciting to revolution" with which The Journal of the American Medical Association greeted the report of the Committee on the Costs of Medical Care. The Committee continued, "We regret that the AMA has not been of more practical help to the physician in his economic problems, but we look to recommendations of value in the near future." By action, in going ahead on lines condemned by their national association, at least seven state medical societies have dissented from the national leadership of the organized profession.

As an editorial in a recent issue of The Journal of the American Medical Association remarks cautiously, "There seem to be evidences that official bodies representing the medical profession in some of the states are interested in a change of this policy of the House of Delegates"—that is, of using all the Association's facilities "in opposing the introduction of state medicine in any form." In practice, "state medicine" has been interpreted to include such plans as the state medical societies themselves are forwarding. The Association's current annual meeting in Cleveland cannot help but be a lively arena, though perhaps held behind closed doors. The outcome is of moment to the public as well as the doctors.

Fairness to Physician and Patient

TWO recent statements of public officials are of hopeful interest to everyone concerned in seeing a long-deserved deal accrue to doctors and patients. Speaking at a meeting of the Hospital Association of New York State, Dr. S. S. Goldwater, New York City's commissioner of hospitals, declared that his department is considering the possibility of what would be a revolutionary change in hospital policy—paying the physicians who work in the municipal hospitals and dispensaries. Such a change he believes necessary, if current economic conditions continue, in the interests both of the doctors and the public. "While the idea that the physician should give his services to the poor gratuitously was all right under different economic conditions, it becomes a doubtful one when about three fourths of a man's service is free." Praising the self-sacrifice and devotion of the physicians, he added that it is inevitable that "when there are conflicts between private interest and public duty a man naturally inclines toward his private interest and I believe that the service suffers."

At a Mothers' Day meeting in New York City sponsored by the Maternity Center Association and the Henry Street Visiting Nurse Service, Dr. Thomas W. Parran, Jr., commissioner of health of New York State, urged whole-hearted public responsibility to prevent needless deaths of mothers and babies. "I would propose," Dr. Parran declared, "that we should offer to pay through taxes the entire medical, hospital and nursing costs of childbearing for every woman unable to provide it for herself. The greatest freedom of choice of the physician should be allowed which is compatible with securing competent medical service. Only those physicians who prove themselves incompetent or indifferent should be excluded. Many communities provide through taxes for the treatment of tuberculosis in case of need, irrespective of the financial condition of the patient. The cure of the patient and the prevention of disease are held more important to the community than the patient's ability to pay. . . . I propose that the medical, hospital and nursing costs of childbearing, paid by public funds, be put upon the basis of the medical need, rather than be measured by the pauper's oath." As a result of "our mismanagement of the childbearing function," Dr. Parran

showed, there are more deaths in a year in New York State than are caused by cancer and two and one half as many as are due to tuberculosis.

The YWCA Social Program

THE federal bill which would permit dissemination of contraceptive information or materials through physicians, medical colleges, druggists who were filling a physician's prescription, and hospitals and clinics, at last at this session was reported out favorably by the Senate Committee on Judiciary. At this writing, however, it still has been kept by its opponents from coming to a vote. Only continued and increased pressure of public opinion on Congress apparently can carry the long fight through to its sensible end. A most important expression of such opinion came a few weeks ago in the resolution passed by the national convention of the Young Women's Christian Association—according to news reports, unanimously—declaring that the organization should work for measures to place the dissemination of birth-control information under authorized medical direction. The resolution was one of a number of courageous and enlightened planks of the organization's social program, including "the right of all individuals to organize for their own and the common good," minimum wages and limitation of hours of work, unemployment and sickness insurance, old-age pensions, abolition of child labor and adequate appropriations to protect the basic institutions of education.

The Housing Pot Boils

WITH the passage of enabling legislation in Georgia eleven states,—California, Kentucky, Illinois, New Jersey, Maryland, Michigan, New York, Ohio, West Virginia and Wisconsin—now have laws whereby low-cost housing may be undertaken by municipal authorities created for that purpose or other public bodies authorized to build. Of greater interest is the fact that land is being assembled for three public housing projects, one each in Atlanta and Cleveland, to be built by the Federal Emergency Housing Corporation, the other in Brooklyn by the New York City Housing Authority. Condemnation proceedings have been started in Atlanta to acquire 134 parcels of land needed to complete an area of 800,000 square feet necessary for a $2,100,000 housing project planned for Negroes, a procedure which, according to Secretary Ickes, will be followed wherever conditions demand.

The New York Housing Authority, on the other hand, is dealing directly with owners in an effort to assemble eight blocks of land for an eight- to ten-million-dollar project in the Williamsburg section of Brooklyn, to house some 8000 people. In an open letter urging property-owners to set exactly the price they would have been willing to take "one day before you received this letter," the situation was put forth frankly in preparation for a subsequent meeting with them. Rumor has it that the Authority's presentation is being kindly received, perhaps because it is realized that if necessary other neighborhoods can be selected or condemnation proceedings used.

Another piece of New York news is that one housing bill out of four sponsored by welfare and civic organizations was passed by the recent legislature. It requires owners of old-law tenements to fire-retard halls and stairways within two years. The law requiring a toilet for every family was not passed, nor were the legislators willing to outlaw windowless rooms after January 1, 1939. Yet the campaign was encouraging because it enlisted the support of a larger group of organizations and individuals than in previous years, because the measures were not actively opposed by the more prominent real-estate organizations, a small but vociferous group of old-law tenement owners being the main opponents, and because of the stimulation of interest in housing conditions by the neighborhood people themselves, evidenced by the large delegation that attended the hearings.

To the Pennsylvania Federation of Labor at its recent conference goes the honor of organizing the first Labor Housing Conference. At last regarding itself as consumer as well as builder of homes, this action, if followed by other labor groups, should help bring about low-cost housing in this country.

Earnings at 40

MIDDLE age is no barrier to advancement for women in business and the professions. This is one of several striking conclusions drawn in a report on 20,000 business and professional women, recently transmitted to the secretary of labor by Mary Anderson, director of the Women's Bureau. The material for the questionnaire study on which the report is based was assembled by the Carola Woerishoffer graduate department at Bryn Mawr College.

The age range of the group was 17 to 79 years, with an average of 39½ years. More than 20 percent were 50 years of age or older. While the earnings of these women were "far from dazzling," the highest median was in the 50 to 60 age group. One fourth of the total number received less than $1210, only a fourth received more than $2075, and less than 3 percent reported yearly earnings of $4000 or more.

> Earnings were highest for physicians and lowest for saleswomen. They were highest for college graduates and lowest for the normal-school educated. . . . They were on a higher level for single women than for married women.

Fields suggested as offering "the greatest opportunity to women today" were radio, insurance, dentistry, medicine, advertising and promotion, ownership and management. Nursing, secretarial and general office work are stressed as overcrowded. Aviation and public service are mentioned as new but promising fields for women. The report adds this comment:

> Increasing age does not appear to have been much of a handicap to these club members. The older workers put up a much better showing than do the young ones as to types of work suggestive of initiative and success. The lesson that women perhaps need to learn is to be ready, as birthdays pile up, to move over to something where maturity rather than youth is an asset.

State Planning Boards

IT IS heartening to know that in one long-range field of the recovery program—the vital field of planning—steady progress is being made. While the work of the National Planning Board appointed less than a year ago goes on apace, more than half the states have created unofficial state planning boards. To Washington must go a large share of the credit for the quick response of the states to the planning idea, for besides constant encouragement, definite assistance is being provided to qualified state boards through the assignment of planning consultants drawn from the ranks of outstanding experts. This help is given on the theory that the boards will cooperate with the federal board in its task of preparing a program of public works and finally a national physical plan.

According to Charles W. Eliot, II, executive officer of the National Board, the first goal of these state boards should be the preparation of a preliminary state plan which will cover various factors including usually a program of public works, a correlated transportation system, and a classification of the area of the state into the principal recommended land uses. Other activities suggested are housing, population trends, conservation of natural resources, recreation, distribution of industries, water resources, power problems, fiscal programming and reorganization of local governmental units. Obviously an attack will not be made on all these fronts simultaneously; obviously the needs may differ in different states. The important thing is that the work has actually started.

Eleanor McMain

THE Survey is only one of a host which is saddened by the death, after two years of illness, of Eleanor McMain, for thirty-eight years director of Kingsley House, New Orleans. The story of Miss McMain's life and work—they were inseparable—was told to Survey readers in Eleanor McMain—One of the Pioneers, by Bradley Buell, Survey Graphic, January, 1931, page 374. When as a kindergartner she took up her neighborhood work in a small house in the "Irish Channel" that section of the city was considered unsafe for outsiders. She proved the contrary, throwing in her lot with the neighborhood, leading in the fight against yellow fever and in movements for better schools, better housing and labor conditions. She organized the first playgrounds, children's gardens, and vacation schools and through her courageous espousals became the first citizen of New Orleans. The modern quadrangle of the new Kingsley House visualizes the impact of her leadership on the life of the city—but however much it strikes the visitor, the impression falls short of what all those who came in touch with her felt, the come-hither of a gorgeous personality, compact of insight, daring and engaging friendliness.

Brand Whitlock

BRAND WHITLOCK, who died last month in Cannes, won his greatest fame when, serving unimportantly as United States minister to Belgium, the World War gave him a hero's part to play. In the early days of the War, he protected many Germans, caught in Belgium and unable to leave. Later, when other diplomats followed the Belgian government to Havre, Mr. Whitlock stayed at his post and became the defender of Belgian as well as of neutral civilians in the invaded area. His notable work with the American Relief Committee, in association with Herbert Hoover, made his name an honored one throughout the Allied countries.

But to many Americans Brand Whitlock's efforts on behalf of decent municipal government and social reform during his seven years as mayor of Toledo, Ohio, were not less important than his service to destitute noncombatants of the War. He learned his first political lessons as secretary to Governor Altgeld of Illinois. In his three terms as mayor of Toledo, he continued the fight on behalf of "the masses" against the political machine, launched by his predecessor in office, "Golden Rule" Jones.

On the day Mr. Whitlock's death was announced, front-page headlines and stories reported a pitched battle between troops and strikers in the streets of Toledo, with "a tear gas barrage laid down by the soldiers," mounted machine-guns, two strikers shot dead and a score wounded. Behind this ugly and ominous situation is labor's demand for the right to organize and bargain collectively, management's short-sighted refusal to recognize the union. And on this battle front, as in the political conflict between privilege and the public, as in beleaguered Belgium, there is need for the imagination and courage, the leadership capable of patience and untiring effort that made Brand Whitlock of Toledo a notable public official and, with Nansen, one of the few authentic heroes of the War.

The Role of Education

THE importance of the liberal point of view in education, the danger of both communism and fascism "in their menace to educational progress in a democracy" are stressed in the annual report of Morse A. Cartwright, director of the American Association for Adult Education. The report was presented at the annual meeting of the association in Washington last month. Mr. Cartwright dissociates himself from those who would, through education, "reorganize the social order," holding that these zealots neglect facts of economics and history which show that education, instead of initiating action, "reflects both our progress and our backwardness as social orders develop out of our economic and, to some extent at least, our spiritual being." The same confused thinking, Mr. Cartwright holds, results in "too much talk among us of 'revolution' and far too little of the processes of 'evolution'." As he views the American experiment in democracy, it has been "part of a continuous revolution waged for almost one hundred and sixty years against those forms of government which do not rely upon the will of a people. But to speak of the flurry of 1933–34 as a 'revolution' is to exaggerate. . . . One who has observed revolution at first hand, with the repressive and oppressive measures deemed necessary by revolutionists, would have difficulty in applying such a term to our peaceful, if noisy, efforts to adjust ourselves to new economic conditions." Mr. Cartwright sees the success of "the American Revolution of 1776" as "wholly dependent upon adult education," and the entrance of the federal government into that field through subsidies to the states from the relief funds as "a significant happening of the last year." His report describes in detail a dozen phases of the emergency education program, and the resulting "partnership of the public school, the public library and private organizations in the staggering problem of serving the educational needs of adults."

The Neurath Museum

TO THOSE who had the privilege of meeting and hearing Otto Neurath when he was in New York in January 1933, the news of the closing of the Social and Economic Museum, of which he was the founder and director, will come as a sad byproduct of the tragedy of Vienna. The International Foundation for the Promotion of Visual Education (by the Neurath method) has established headquarters in Holland. This makes possible the purchase of the materials of the Museum, which has been mainly the property of the city of Vienna, and to establish it at The Hague, where Dr. Neurath is already located. Holland is doing its part in providing headquarters and in stimulating orders. The additional funds needed must come from America,—about $2000 to obtain the essential material of the library, production machinery and exhibits, and pay the cost of removal. An appeal is being made by Mary van Kleeck, 130 East 22nd Street, New York City, and other friends who are interested in promoting his contribution to visual education in the United States, to share in the opportunity of salvaging one of Vienna's achievements which has been threatened with destruction by the Austrian catastrophe.

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BOOKS

Vassar Honor Roll

COLLEGE WOMEN AND THE SOCIAL SCIENCES, *Essays by Herbert Elmer Mills and His Former Students. John Day. 324 pp. Price $2.50 postpaid of The Survey.*

SOCIAL work as well as Vassar proudly claims at least half the authors of this volume of essays written in honor of Herbert Elmer Mills, for forty years a member of its departments of history or economics. The first half of the table of contents reads like the program of an important meeting at the National Conference of Social Work: Gertrude Vaile on Public Relief; Ruth Taylor, A County Organizes for Social Welfare; Jane E. Culbert, The Visiting Teacher; Katharine Z. Wells Whipple, Health Education; Lillian A. Quinn, Contribution of College Women to Social Work; Sydnor Walker, Philanthropy in the Twentieth Century. For the rest, "the social sciences" spread out more broadly to include politics, world affairs, manufacturing industries, teaching, publishing and one happy champion of domesticity. "Millsy" must look with satisfaction as these graduates of 1900–15 pass before him in these pages, writing ably and modestly on the many fields into which they have made their way since the portals of "Baby Ec," "Charities and Correction" closed behind them. Looking at his turn at the forty years' procession, he declares in the opening essay, Changing Interest of College Women, that economics and social studies do not hold the place in college that they did. The change he believes due partly to the growing popularity of college education, bringing in girls with more varied and perhaps less "serious" interests; to academic regulations requiring greater concentration in a major field; the building up of newer departments in modern languages and psychology, for example; and—optimistically—that "the distress, the suffering and the social injustice of thirty or forty years ago have been decidedly lessened." That particular remark was written in an address given in February 1929. Maybe it still looks true—but how glad we are that in the interim Gertrude Vaile has been on the job at the University of Minnesota; Ruth Taylor in Westchester County; Katharine Whipple in the long-range and emergency bulwarks that the New York Tuberculosis and Health Association is holding against hard times; and Lillian Quinn and Sydnor Walker in the national crow-nests of the Joint Vocational Service and the Rockefeller Foundation—not to mention the other six in posts only a little more remote from depression's firing-lines. MARY ROSS
Vassar, 1915

Job-Hunting as a Job

THE UNEMPLOYED MAN, *by E. Wight Bakke. Dutton. 308 pp. Price $3.50 postpoid of The Survey.*

THE materials for this book were gathered during the summer of 1931. The author went to London that year to study "what has been the effect of unemployment insurance on the willingness and ability of workers to support themselves." In seeking his answer, he settled in that part of London known as Greenwich where the poor are especially poor and a little isolated. He spent his time talking with the people, the officials, reading records and making statistical tables.

More than a year has passed since the book was ready for the press and the materials about the Unemployment Insurance Acts are not up to the minute, but that is not important. Bakke writes about men who are unemployed, telling what they do and say and how they manage to use their enforced leisure. One comes through the reading with increasing respect for English efforts to establish unemployment insurance; impressed with the fairness of the average man in the street in his relations to the insurance program.

Although the insurance in many instances must be supplemented by relief and may itself at times take on the aspects of relief, there has been a diminishing of pauperization. Insurance seems to have added dignity to the Poor Law and for all its faults, "unemployment

insurance has not made paupers. It may have revealed some of them and supported them." Among the workers unemployed there is some malingering, but the administration forces of the unemployment insurance coupled with the influence of the Court of Referees, keeps that at a minimum. On the whole, the report on the law and its administration, as on the behavior of the people, is good. Therein, however, is not the heart of this study.

The real contribution is Bakke's presentation of what goes on in the unemployed man's mind and what happens to his morale. The numbing and blighting effects of being without a job, or being forced to make job-hunting a job—that part of the story is well told and challenging in its importance.

NELS ANDERSON
Seth Low Junior College

"The Power to Keep Alive"

A TAX POLICY FOR THE UNITED STATES. *by Harold M. Groves. New Republic. 48 pp. Price 25 cents postpaid of The Survey.*
TAXES AND TAX TRENDS. *by Katherine A. Frederic. National League of Women Voters. 144 pp. Price 50 cents postpaid of The Survey.*

IT IS perhaps significant of a new and developing attitude toward taxation that in the case of two recent pamphlets on taxation one begins and the other ends by quoting the following dictum of the United States Supreme Court: "The power to tax is the one great power on which the whole national fabric is based. . . . It is not only the power to destroy, but also the power to keep alive."

The four articles recently contributed to The New Republic by Harold M. Groves of the University of Wisconsin, have been reprinted in pamphlet form under the title of A Tax Policy for the United States and constitute a valuable statement of liberal tax policies. The author, who is a member of the Wisconsin Assembly and was formerly a member of the State Tax Commission, has an intimate acquaintance with the subject in its administrative as well as its theoretical aspects. He believes that "only through the instrument of taxation can we prevent in the next period of prosperity the exorbitant profits that lead to wild speculation in stocks, to a gross overexpansion of industry and a resulting crash," and urges an adequate program of taxation based on the principle of ability to pay. High income and inheritance taxes are particularly advocated. Recommendations are made concerning the repair of gaps in the tax fence —capital losses, tax-exempt securities, exemption of governmental salaries and tax evasion. Professor Groves condemns the spread of state sales taxes and advocates instead reliance upon income taxes and property taxes based upon net worth.

The National League of Women Voters has issued an elementary text on public finance entitled Taxes and Tax Trends, by Katherine A. Frederic. The book is carefully prepared and is admirably adapted as a reference book for discussion groups. Tax terms are defined and a valuable bibliography is appended. Governmental costs are analyzed. There is a brief discussion of the leading forms of taxation. The League represents one of the constructive, responsible forces working for better government. The appearance of this book will undoubtedly do much to foster an intelligent interest in tax problems on the part of individual members and will also be extremely useful for other organizations with a civic purpose.

MABEL L. WALKER
Executive Secretary, General Welfare Tax League, New York City

NATIONAL POLICIES AFFECTING RURAL LIFE. Proceedings of the Sixteenth American Country Life Conference. *University of Chicago Press. 152 pp. Price $2 postpaid of The Survey.*

THE PROCEEDINGS of the sixteenth American Country Life Conference held last summer in Blacksburg, Va. The Conference was broken down into five round tables whose chairmen reported back to the main body on international policies affecting rural life, and national policies affecting rural education, rural health and welfare, the use of land, agricultural cooperatives. These reports furnish chapters in the proceedings. High lights were Secretary Wallace on World Agriculture, Norman Thomas on a Socialist view of the farmer, and the presence for the first time of the presidents of the three leading farm organizations. A lot of wheat has run down the chute since August but the book is still timely and interesting.

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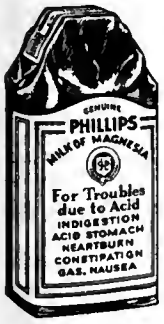

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THE NATIONAL CONFERENCE AT WORK

(*Continued from page* 189)

—Mr. Tugwell's proposals, Mr. Hopkins' promises, Mr. Pray's pleas and Miss van Kleeck's arguments. It was all very lively and stimulating, with everyone going away with a headful of new thoughts and presently wondering where he had got them, and, such is the Lindeman method, deciding that they were his own.

The Committee on the American Indian, Mary Louise Marks, Ohio State University, chairman, held two formal meetings, one for the discussion of a plan of social economy for the Navajos and the other for the discussion of the economic rehabilitation of the Indians.

It is always a source of regret that in reporting the National Conference The Survey must give such limited attention to the programs of the Associate Groups where are often found some of the most distinguished contributions to the thinking of the whole body. That regret is particularly keen this year in regard to the Church Conference of Social Work of the Federal Council of Churches and the Episcopal Social Work Conference, both of which had progressive programs close in to the concerns of thoughtful social workers regardless of creed. The Child Welfare League of America and the Family Welfare Association of America had programs which stretched through the entire week, rich with material in their fields. The National Child Welfare Committee of the Ameri-

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To Survey Readers
Will you do us a favor? The January and February Graphics proved so popular that we are completely out of stock. If you have finished with your copies, will you mail them to us so we can hand them on to some other reader who has not received them? We shall be grateful.

can Legion, through its chairman, Milt D. Campbell, came out unequivocally for ratification of the child-labor amendment. The National Child Labor Committee at a large luncheon brought up its big guns, local and national, in the same good cause.

The American Public Welfare Association, increasingly prominent in the Conference, became at one moment the tail that wagged the dog, for it was at the Association's dinner that Harry L. Hopkins projected to 700 people his proposals for planned public welfare, (see page 186) to hear which 2500 conference delegates and Kansas Cityans had suffered in vain the preceding night.

The American Association of Social Workers endorsed a letter to President Roosevelt deploring the turn which relief has taken since last February with its departures from the earlier constructive program and stating its belief that, "The needs of those in distress should not be made secondary to the maintenance—or reduction—of a federal budget based upon the existing income from taxation."

The Association of Community Chests and Councils, Inc., followed its custom of holding its meeting in advance. The chest situation is improving, it was reported, with the spring campaigns showing results that promise well for the mobilization next fall.

The National Probation Association likewise held an advance meeting, much of it devoted to discussions of the implications of the Glueck study, A Thousand Juvenile Delinquents. The National Association of Travelers Aid Societies directed much of its attention to the transient who is, it appears, a problem far from solved.

For all its clash of opinions this was a gay conference. Social workers with not a flat-heel or a horn-rim in sight, crowded the hotel dance-floors, and danced till all hours at the reception by the Kansas City Committee to President Hodson. The annual After Hours show of the Social Work Publicity Council was never so mirthful. The sunny malice of Chicago's Barbara Abel, who wrote five of the skits and all of the songs, relaxed tired bodies and tense minds. No one who heard it will soon forget The Song of the Tamed Transient, with its off-stage accompaniment of locomotive tooting and its refrain:

Train, go on your way.
I gotta stay where I am.

Out of this long chronicle of a crowded, stirring week there emerges to the reader, it is hoped, the impression gained by at least two close-in observers: that while there was heavy firing along the advanced front of social thinking, there was also, all the way back through the lines, a great, hard-working, realistic army intent on the day's work and striving soberly to find new and better ways for doing it. How this army will serve the advance-guard these observers do not dare prophesy. Perhaps it will become a service of supply—perhaps a base for retreat. In any case, no one can doubt that the battle will go forward at Montreal in 1935, and that Washington in 1936—a presidential campaign year, be it recalled—will make history.

THE SURVEY

Vol. LXX. No. 7 MONTHLY July 1934

CONTENTS

FRONTISPIECE ..... *Adam Meister*

ILLUSIONS REGARDING REVOLUTION *David Cushman Coyle* 211

FERA AND THE RURAL NEGRO .... *Esther Morris Douty* 215

LIFE INSURANCE THAT LIVES ..... *Rainard B. Robbins* 216

SOCIAL SURVEYS TO DATE ..... *Kate Holladay Claghorn* 217

WHEN CLIENTS ARE SET IN THEIR WAYS *Gertrude Springer* 219

MINIMUMS ..... *Ira S. Wile, M.D.* 220

COMMON WELFARE 221

UNEMPLOYMENT AND COMMUNITY ACTION 223

HEALTH 226

SOCIAL PRACTICE 228

EDUCATION 230

BOOKS 232

COMMUNICATIONS 236

GOSSIP 237

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SO THEY SAY

The essential sin in a social sense is disrespect for human nature.—*Bishop Francis J. McConnell.*

This American revolution is peculiar.—*Prof. Max Ascoli, University in Exile, in Atlantic Monthly.*

Having got all wrinkled up with care and worry it's a good time now to get our faith lifted.—*Ed Wynn.*

Nowhere in political science can one discover an ideal government.—*William F. Russell, dean, Teachers College, New York.*

This is the first revolutionary age in which the masses of men consciously participate in government.—*Walter Lippmann, New York.*

True education is an operation performed on the whole man and not on an abstraction called his mind.—*L. P. Jacks, Oxford, England.*

Like most human institutions, universities are the manifestation of a robust faith.—*James Bryant Conant, president, Harvard University.*

It is quite as important to prevent a social deficit for the future as to wipe out a financial deficit in the present.—*Glenn Frank, president, University of Wisconsin.*

On the whole our social-service work is still a handout on the giving end and an insufficient dole on the receiving end.—*Rexford G. Tugwell, under-secretary of agriculture.*

It will be a far more difficult task of civilization to teach men and women to use leisure rightly than to instruct them how to labor efficiently.—*Dr. John H. Finley, New York.*

The homespun citizen who flounders about among big subjects is as much an enemy to peace as are imperialistic governments.—*Mary E. Woolley, president, Mount Holyoke College.*

You have in extreme social radicalism the same thing as in fundamentalism: they have found the absolute, perfect truth and know it.—*Rev. Henry Sloane Coffin, president, Union Theological Seminary.*

In the school of crime there can be no better method of teaching than to present the exact technique of crime, and that is what the average crime film does.—*Bernard Sachs, M.D., to Motion Picture Research Council.*

It wouldn't do the state any harm if we didn't build another mile of road for the next three years. But one single year that education is neglected cannot be brought back.—*Alfred E. Smith, former governor, New York.*

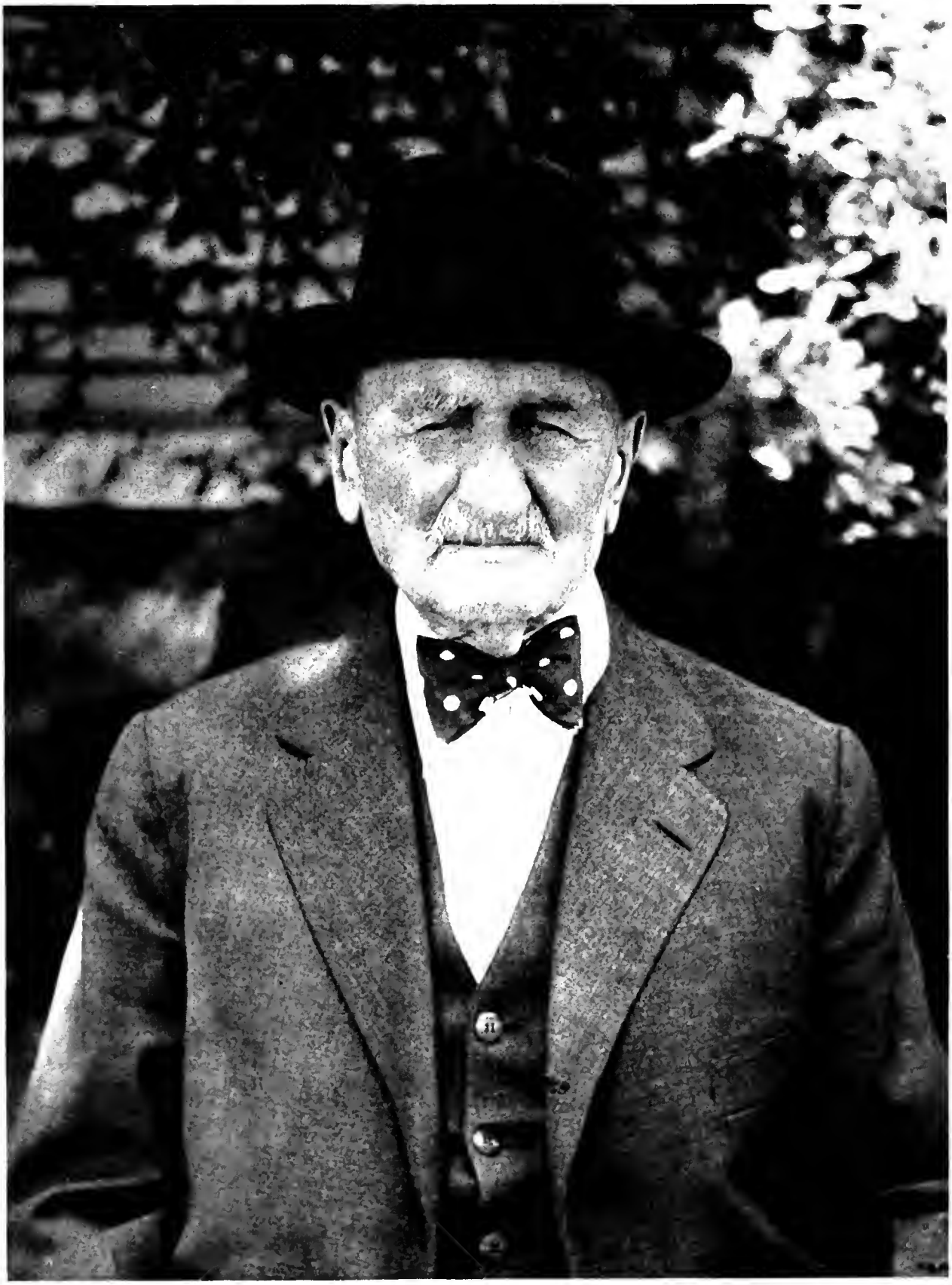
I am aware of the many opportunities of which the college student may, if he is able, take advantage. He may for example learn, while at college, how to think.—*Daniel Willard, president, Baltimore and Ohio Railroad.*

The building up of our lives into substantial purposes which will weather the vagrant urges and lures of the present moment is the most difficult task of education and the greatest burden imposed on civilized man.—*Dr. Abraham Myerson, Boston.*

It seems to me that we have been conjuring up a big bad wolf which we call commercialized recreation. Some of its manifestations are dreadful enough but no more so than some of the free gratis offerings of the uplifter.—*Frederick P. Keppel, Carnegie Corporation.*

Jungle warfare has no place in modern industry. The exploitation of workers, with hours and wages as weapons, in an attempt to capture markets, has been a deep underlying cause of our lack of social advance.—*Governor Winant, New Hampshire, to National Consumers' League.*

Perhaps the whole business of the retention of the death penalty will seem to the next generation, as it seems to many even now, an anachronism too discordant to be suffered, mocking with grim reproach all our clamorous professions of the sanctity of life.—*Justice Cordoza, US Supreme Court, in American Mercury.*



Adam Meister, the first charity visitor, on his hundredth birthday (*see page 222*)

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THE SURVEY

July
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Volume LXX
No. 7

Illusions Regarding Revolution

By DAVID CUSHMAN COYLE

THE American people have had great crises before, when the fate of the social order was at stake, when unprecedented measures had to be adopted and new adjustments made. In time of crisis our ancestors made plans and carried them out, but they never used the phrase "national planning." Now we, faced with another crisis, say that we must have a national plan, and by calling the normal process of adjustment by a new, exotic name, we have managed to confuse our own minds. Before we can expect any great progress we shall need to come down to earth and translate our concept of planning into terms of the kind of things that Americans characteristically do when they go into action. Planning in general means almost any sort of thought about future action, but in practice national planning will consist of two distinct types of activity, engineering planning and policy planning.

When we set out to build a Panama Canal or a Boulder Dam, there appear in due course definite plans in the form of blueprints and schedules for action. After the blueprints are approved, all those who work on the job must follow the blueprints day by day. Personal liberty is not allowed. This kind of a job requires full regimentation.

Engineering plans are useful under certain strictly limited conditions. First the objective must be so simple that it can be clearly defined and universally accepted—like damming a river. Second, the means of action must be simple enough to be fully determined by technical experts without effective criticism from laymen. Third, there must be a practical means of discipline, so that all involved in the plan can be made to follow the technical procedure shown on the blueprints. The problem of discipline is met by the power to hire and fire, that is, it depends on a reserve of labor outside the plan. If an engineering plan were to be applied to the nation as a whole, the necessary discipline would depend on the death penalty, since those who have unstandardized minds cannot be fired anywhere except into the next world. Our nearest approach to a general engineering plan are our traffic laws, backed by a staggering annual death-roll. These limitations of the engineering type of planning are sometimes overlooked by people who are not engineers by profession.

Another fact that is sometimes overlooked is that blueprint plans cannot be made until the later stages of a project, following a long period of discussion, of vague schemes, rough sketches and acquisition of the power to act. Premature working drawings always are destined for the wastebasket.

Over against the engineering type of planning is another type, usually called "policy." From the beginning we have planned the development of the United States by means of policies. Hamilton persuaded Congress to adopt a protective tariff that would cause money to flow from consumer and farmer into the hands of the financier. The object was to cause the building of factories to free us from dependence on England. Right or wrong, the policy was adopted and the object successfully attained. By a whole series of policies,

MR. COYLE, engineer, author, lecturer, was asked by the Chicago Social Work Publicity Council to speak at its July meeting in answer to Mary van Kleeck's Illusions Regarding Government, first given at Kansas City before the National Conference of Social Work and repeated before the Chicago Social Workers' Discussion Club. Both meetings drew capacity audiences. Miss van Kleeck's address was published in The Survey for June, page 190. Here, almost in full, is Mr. Coyle's reply. Readers of Survey Graphic will recall his Age of Plenty (December 1933) and his widely quoted address at the Detroit meeting of the NCSW.

adopted often after long controversy, our western territories were acquired and the land given to homesteaders, railroads and schools. The law of primogeniture, by which England has scattered her younger sons around the world, was abolished, and the United States was built not into a farflung empire but into a self-contained continental nation. The men who established these policies were not leaping about in the dark. They had a vision of the future of this country, and as well as they were able they set up policies that would lead toward the desired goal. In our own time the shape of our social and economic order has been modified by the Sherman Act, by the immigration laws and by the income tax.

The characteristic difference between an engineering plan and a policy plan lies in the fact that engineering plans require complete discipline and obedience, while policy plans involve controlling the actions of only a small number of people day by day. The immigration laws, for instance, have to be enforced upon only a few people; their effects on the economic system and on the social order, however, are far-reaching. The influence of a major national policy on the life of the nation is similar to the effect of a hormone in the blood stream.

For orienting the progress of the nation and steering it in a desired direction, the policy plan has a long and successful record. Experience indicates that the chances of effective adjustment to the new economic environment lie almost wholly in the adoption of suitable and adequate policies. Engineering plans, on the other hand, have been successfully used for certain specific limited adjustments; and in the approach to problems such as flood control, soil erosion or road construction, the engineering discipline will be applied on an increasing scale. The engineering plan is a matter for experts. The public exercises its influence on national destiny almost wholly through public acceptance or rejection of broad national policies.

There is always danger that we may adopt measures that will require too strict a discipline of too large a number of citizens. Prohibition was an example and the NRA shows signs of being another. These were national plans of the engineering or operational type, and in the absence of an enforceable death penalty, they had small chance of success. The people have a technique for throwing off discipline of this kind. The lesson is plain that national planning of the operation of industry, while practicable and necessary in certain limited centralized activities such as power and oil, is not technically suitable for general application to the nation as a whole.

The consent of the governed is the beginning and the end of a successful national plan. Before it can be adopted, the power to act must be obtained; anybody who wants to run the country has got to get control of power. Prophets who set out to save the world sometimes overlook the characteristic difference between detailed plans and proposed policies. A detailed plan of organization for a new social order cannot be sold to the public nor to Congress by anybody except, sometimes, by the president of the United States. For the rest of us, making detailed schemes is a waste of midnight oil. On the other hand, policies such as trust-busting, conservation or the income tax, minus their operational details, have been started by private persons and have been pushed forward by private discussion and approval until finally they have captured the power to act.

For persons who do not live in the White House, the field for useful public activity lies mainly in inventing, discussing, supporting or opposing the new general policies that may in course of time obtain the consent of the governed and exert an influence on the growth of the nation. When at last our discussions have generated enough steam in the boiler to make the engine go, then the government can pull the throttle and move forward while the steam lasts. No steam, no progress. For example, last spring, in fighting for the Securities Markets Bill, the New Deal used up nearly all the steam. No further progress toward the new social order is likely until the poisonous effects of the Wall Street gas attack shall have died out, and until the people shall have ceased to believe the bedtime stories about prosperity being just around the corner. As the present boomlet fades out and the universal talk about the New Deal continues, you may expect the steam pressure to rise again, and the administration can, if public opinion is favorable, start the next stage of the campaign,—the attack on economic insecurity.

The end of planning is likewise the consent of the governed. Those institutions and those laws alone will persist that are able to command the effective approval of the people. Not what the people ought to have but what they think they want will command their support. For example, the people want individual freedom in business; and they are dissatisfied with the ominous loss of it over the last thirty years. A plan for a new adjustment might offer justice to the oppressed against their oppressors, with efficiency of production and security for all; but the people want their freedom too, and if the new adjustment cramps their style they will throw it off. This fact is sometimes overlooked by conservatives and radicals. So with all plans for justice and efficiency, security and stability, the connection between the plans and the solid earth is this one thing. By fair means or foul, by reason or unreason, those who rule are those who can get and keep the consent of the governed. Any plan, however noble, that lacks a means of winning and holding the consent of the governed is floating in the clouds unconnected with the real world where history is made.

IN time of crisis new measures are required to bring the social order into a new adaptation to its changed environment. New measures disturb vested rights, and they must necessarily be born in conflict. The fate of a nation in crisis rests on a successful victory of the new over the vested rights of the old. Most often the victory is won with only sporadic violence and bloodshed; sometimes, however, the conservative party is able to block the changes, and the nation explodes into violent revolution. Violent revolution, like all forms of violence, with its prospect of emotional release and its illusion of easy victory, is a tempting prospect for those who are weary of the long struggle against inertia and stupidity. But after the first elation of bloodshed, the long struggle settles down again with new wrongs, new intolerance of reason, new horrors. There is value, therefore, in considering with all the intelligence we can muster, how the new social order may be established without forcing a trial by blood.

The price of peace is that we demand no more than we must have. The technical prerequisite for peaceful change is that, postponing all dreams of perfection, we set the line of battle so far to the Right that those who are on our side are able to overwhelm the conservative remnant. The conservatives and the radicals try to draw the line as far as possible to the Left. In countries where they are successful, the conservatives always win as long as the status quo can operate; when it can no longer run, it explodes. But if the changes that are immediately necessary can be so defined that only a few are left to oppose them to the bitter end, then the few diehards can be pushed aside. On the other hand, if by demanding everything at once we set half the people at odds with the other half, we shall risk the fate of the new social order on the uncertain outcome of civil war.

I suggest that the essential conflict for the next few years is

between two unequal parties. On one side are all those who get their living by producing, distributing and selling goods and services: farmers, miners, laborers, the professions and the owners and operators of business and industry. On the other side are those who get their living by producing, distributing and selling securities, so called, and the paper that stands for speculation in commodities, capital goods and land. Our highly productive economic system cannot be operated under the control of those who deal in paper values. This is the basic fact of which all our troubles are an illustration. Industry and labor can fight over the red ink, but neither can survive unless the power of Finance is destroyed. High Finance must be reduced to an humble servant of production before this nation can have stable prosperity. That is the irrepressible conflict on the outcome of which lies the fate of our social order.

If we can organize the conflict across this essential battle-line, there is a chance for the American people to win their battle without a violent revolution. The power of Finance is money, much of which is now lost, and prestige, much of which is now shaken. The power of the people is votes, which they can use whenever they make up their minds, as they did in 1932 and as they will do again this year. If the people decide to tax away the power of Finance, there is no effective way of resistance. The balance of power is with those who stand between labor on one side and Finance on the other. Victory will depend on separating the balance of power from Finance, that is, making the middle group see where their interest lies. On the other hand, to define the issue so as to throw the great middle class on to the conservative side is to throw away the chance of victory and to condemn the nation to irrational chaos.

The essential immediate conflict is not between labor and employers nor between wages and profits. The NRA has unfortunately demonstrated not only the harm that may be done by injecting an irrelevant conflict, but also the fact that increased wages are not the answer. Some employers have surplus money, others are on the edge of bankruptcy. Employers as a class are not the men who hold the missing buying power. The categories of wages and profits are wrong categories for our present needs: they do not represent the classes of people and things that need to be readjusted first. The missing buying power is not in the hands of the wicked employers all the way from US Steel to the poor little tailor in the side street, but in the unspent incomes of those who have more than they can or will spend—whether they be stockholders or vice-presidents or speculators or prizefighters. So long as the present situation continues, the way out will be to lay hands on the unspent money where it is, not where it isn't, and to pour it into the wage fund through spending.

After the essential battle against Finance has been won and the great masses of unspent income are no longer allowed to accumulate in a few hands, there will be a fair conflict between labor and industry over the spoils.

The greatest danger that lies ahead of us is the danger that the American people may become confused in the fog of conservative and radical propaganda, may mistake the location of the battle-line, and fighting over irrelevant issues may wake up to find the New Deal a vanished dream and the old gang in the saddle, riding the nation again over the precipice.

In the battle of the American people against Finance the policies that will embody the necessary changes are those that will make the economic system operate in accordance with the technical resources, the necessities and the desires of our people. These policies will necessarily center in the demand for basic economic security, for freedom of individual initiative, for a tolerable distribution of income, for a reasonable degree of stability, and for an effective mechanism for relieving the unpredictable catastrophes that are part of any technological productive system. This is not the place to go into the necessary policies at length, but they may be mentioned in outline to sketch a picture of the territory over which we shall have to fight our way.

The main skeleton of the new economic policy will need to be made up of the measures for basic economic security—old-age pensions and insurance—and of the measures of redistribution—graduated taxes on incomes and inheritances. Preliminary to these was a necessary series of measures to weaken the power of Finance—the violation of the gold standard, the forced closing and opening of the banks, and the securities acts, with more to come if and as required. Similar measures to throttle speculation in commodities and in real estate are either on the books or indicated. Physical planning of public works and housing and the planning of extended cultural services are secondary offshoots of the main plan. Federal control of those industries that involve strategic natural resources or natural monopoly is obviously on the way, though not immediately essential. Federal control of the inflation and deflation of bank credit is already strongly indicated. Decentralization of ownership and control of the majority of industries is a vital policy, because by decentralization the central planning of production and prices is made unnecessary, and a reasonably free initiative is made possible provided the other conditions are favorably adjusted.

The answer to the problem of technological unemployment is stabilized expenditure for cultural services. The answer to the problem of free initiative without catastrophe is decentralization. The answer to overcapitalization and overequipment is economic security for small incomes and high taxation for large incomes. The answer to overinflation and collapse of the medium of exchange is federal control of bank credit. The other answer to some of these problems is Communism, but the answers that I have given are more probable because the American people, rightly or wrongly, do not like strict discipline.

THE general answer to the problem of plenty is cultural advance. Cultural advance requires not only security and plenty, but a wide range of freedom. The most fundamental objection to the Communist solution is that it is ultimately incompatible with the general solution of the problem of plenty. Communism, like Fascism and laissez-faire Capitalism, is a scarcity technique. None of them can survive in a condition of high productivity.

The necessity of finding our way into the new social order without falling into the general operational planning that is the method of Fascism and Communism is illustrated by recent developments. Progress, in a capitalist system, consists of building something new and efficient and bankrupting the old and inefficient. The birth of the new requires the death of the old. The amount of progress that can be endured is measured by the amount of capital loss and dislocation that can be imposed without starting a panic. The NRA code authorities have increased the sensitivity of business to capital loss and dislocation. The quantity of new investment that can now be absorbed has been made smaller than in the past, because the code authorities are conscious and vocal. But we were already struggling with the problem of restricting the amount of savings to the quantity that business could absorb without indigestion. Now the injection of a small amount of operational planning

under national auspices aggravates the problem by increasing the sensitivity of business.

Under a more fully planned system of production, the sensitivity would be increased to almost 100 percent, as it is at present in the older government departments. Every job and plant would have a vested public right to continue without change or interference to the end of time. Any proposal for improvement would meet organized resistance from those who were threatened with dislocation. There ought to be a lesson for planners in the effects of the NRA. Some disagreeable social functions, like death and dislocation, are best left, so far as possible, unplanned by human agency. Being the Lord God Jehovah is no bed of roses. The bankers had their try at it and wrecked the country. The way of escape from the terrifying necessity of developing a new ruling group that would do better is to be found in decentralization of all the kinds of industry that can be decentralized.

In our thinking about the problems of the present crisis, we shall need frequently to reexamine our basic conception of what the economic system is for. The purpose of a highly productive system is not to increase its efficiency to the maximum possible. Our present system, with the necessary readjustments, can easily produce all the basic necessities of life with a small amount of labor. Beyond that, it can produce great quantities of material luxuries and cultural services, and still have a large margin for experimentation and waste. The upper reaches of perfect efficiency are of less value than are increased leisure time, greater freedom of action, and wider choice among the possible luxuries on the market. The fact that at present most people have no choice among any luxuries at all is irrelevant. At the moment, with industry still largely under financial control, the economic toothache fills earth and sky. The new social order cannot operate until the power of Finance is destroyed, so there is no use in attributing the present conditions to any future state that can endure. After the establishment of any system that can operate under high technical productivity, efficiency will be of small importance.

The people of this country cannot be contented until they have a system that will give them a high standard of living, with a fair amount of stability, flexible enough to meet new conditions, and able to adjust its unforeseen dislocations with a fair degree of success. When they have reached that desirable but imperfect state of salvation, the people will lose interest in any further improvement that interferes with their liberty of action. What they really want is just to be free from fear and to have a good time. To dream of imposing on them a state where freedom is willingly sacrificed to efficiency by people who are free of economic fear is to dream of the pathologic joys of throwing the baby out with the bath. In case the New Deal should fail and we fall into a violent revolution, we are likely to throw the baby, the furniture and ourselves out the window. But if we can win our way without an explosion into the new social order, we shall probably take with us into the promised land all the inefficient habits that we can carry.

Faced with the necessity of moving forward into an unexplored future, we are in need of vision; and wherever we may go from here we shall be led by men and women who see visions and dream great dreams. We need not fear to be led by dreams once more, for all we have and are in America has been built of dreams. By faith in their own vision our ancestors crossed the Atlantic and settled in the wilderness; by faith they pushed across the continent and up the Oregon Trail; and by faith they built great railroads and industries that have turned their dreams into everyday realities.

The kind of dreams that make history are the kind that picture to the mind of the seer those things that can be done on earth with the powers that are at hand and with the people who live in the real world under the sun. As an engineer, it is my job to make dreams incarnate themselves in steel and stone; and I venture to suggest the necessary qualities of the kind of dreams that build the future out of the stuff of desire. It is not enough that a dream should be beautiful and just and true. It must also have a fair chance at the luck. The incarnation of a dream depends on finding the men, the power, and the chance to act. The dreams that are worth dreaming are those that have odds that are worth betting your heart upon. The dream that we loosely call the New Deal is not exactly the same in your thoughts and in mine, nor in the thoughts of any of those who are directing its progress. But in its main outlines it is a dream that has a fighting chance to make itself into living history.

Before the crash of 1929 the main fortress of the status quo stood impregnable, the power of high Finance was mighty in the earth. We went up against it under Theodore Roosevelt, Wilson and La Follette, and were thrown back in disorder. The status quo was a workable system of business government, and as long as any status quo can be made to work it will hold its own. But now the status quo has exploded from within, the impregnable wall is breached, the mainspring of the old machine is broken.

But the old powers are only shaken, not yet destroyed. They can hit back and with vicious effect. They still have power to deceive the people, to finance great waves of propaganda, to buy elections, evade laws, corrupt governments. The battle is no easy victory, but a dirty, heartbreaking struggle.

THERE are some who scout ahead of the battle, exploring new country and bringing back stories about the possible roads that we might some day follow. Whether there is any chance that we shall go by those roads or not, their work is valuable. They help to give perspective, and to criticize those who are running the country and to make them pay attention to their job. But there is a certain danger in listening to the prophets who dream of far-off things that you cannot do anything about, especially at a time when real battles are being fought here on earth. If you can believe that nothing is happening now and that the real struggle is still in the future, then you can draw aside and retreat into the dream world where Communism makes faces at the wicked capitalist. There you may have the satisfaction of shrewd blows given and received in argument, and of having all manner of evil said against you falsely. But all these are shadows. In the real battle the danger is not that people will call us bad names and tell lies about us but that we may go into battle and, through our own weakness or through lack of your support or through the mistakes of our own friends, we may fail our country in time of storm and may be responsible for suffering and evil to come.

The battle is not between the New Deal and the Communist State. The Communist State is not concerned with anything that is happening in the United States. The battle is between the New Deal and the powers of Finance. If we fail, the financial powers will sweep back in a fascist revolution. They will attempt to run the economic system by the same principles that wrecked it in 1929 but with every avenue of criticism blocked and every safety valve wired down. What will happen when their boiler explodes again is not pleasant to think about. We had better win this fight now while we have a chance.

FERA and the Rural Negro

By ESTHER MORRIS DOUTY

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DISASTROUS as the depression has been on the economic life of the Negro there is reason to believe that in rather unexpected fashion the business of relief, deplorable as it is, has brought changes in his condition and outlook in some rural areas of the South which may have far-reaching effect.

Take, for example, the situation in one of the poorer counties in the Piedmont district of North Carolina. Its rolling red clay hills have never produced abundant crops, and only occasionally has its small "sand-country" section, part of the old bright tobacco belt, yielded a fair return to its cultivators. Industry has scarce touched this county. Three textile mills, a furniture factory, and an excelsior plant, together with a few scattered sawmills, offer to the native population practically the only alternative to farming or personal service. Of the county's 21,171 inhabitants, 6904 are Negroes, most of whom wring from the harsh soil a meager living as tenant farmers. In 1932 about half of the Negro population, 3214 in all, received their living or at least part of it, from relief funds. During 1933 the same proportion continued to receive either relief allotments from federal funds or fairly adequate wages from the CWA. The rest remained on the farm or hired themselves as servants to the more well-to-do whites, meanwhile keeping a watchful eye on their neighbors on the government payroll.

This government support, free from any strings and extending to such a large proportion of the Negro population, has had certain definite results. It has produced, curiously enough, a slight rise in living standards. While standards are still wretchedly low, they are better than many of these Negroes knew during the prosperity era. No longer does Sam Johnson, colored, "chaw wheat bread only on Saddy nights." Government flour has taught him to scorn his familiar corn pone and to eat hot biscuits and light bread on the most ordinary of days. Indeed, the southern rural case worker hears time and again the complaint, "Miss, I ain't got nary a drap o' flour in the house—nothin' but cornmeal." Sam's children may once have run uncomplainingly about in tattered shoes and overalls, their only possessions in the way of clothing. Now they are exhibited to the case worker with, "Jes' look at that chile's shoes, an' he ain't got a change o' overalls to his name." And, justly enough, Sam's children get their "stout" shoes and change of clothing.

A highly successful canning campaign has done much in a dietary way for Sam's family. Sam's wife now adds some canned fruit and vegetables to the monotonous and unhealthful fare of fatback, sweet potatoes, biscuits and molasses. There is hardly a farm family, white or colored, on the relief rolls which has not received instructions in canning. The canning of fruit and vegetables was indeed compulsory for those farm families who wished to remain on the welfare list. The county's Farm Plan has aided a large proportion of the relief families to plant an almost adequate supply of vegetables for home use. Families on the Farm Plan were also required to sow wheat, an unusual procedure for many a colored tenant farmer. The raising of cows, hogs and chickens has also been encouraged. In this respect the family of Sam Johnson, Negro tenant farmer of 1934, is considerably better off than the family of Sam Johnson in 1928 with ten or twenty acres of cotton or tobacco and a small corn patch.

This somewhat better balanced diet has, of course, been an aid to health. The federal relief worker, moreover, keeps a close lookout for sickness in the family, and, wherever possible, provides medical attention. Thus, many a Negro who in former years would have passed from birth to death without entering a physician's office now comes to the Welfare Agency with the plea, "Miss, I got dizzy spells in my haid, an' I kain't work. Will you sen' me to the doctor?" In the important matter of childbirth, the doctor, paid from federal relief funds, often replaces the ignorant and dirty midwife, a fact which should have some bearing upon the maternity deathrate.

Sam Johnson, colored, is rapidly becoming conscious of the fact that he is a citizen of the United States. Some more affluent member of the Negro community who subscribes to a newspaper reads therein that the government is sending a large shipment of pork or butter or eggs for the needy of the county. Whereupon every Negro on the relief roll, and many who are not, eagerly awaits the "Meeting Day" (welfare distribution day) when he hopes to secure his share of the commodities the "guv'ment is sending to us pore folks." Not infrequently the case worker who, after investigation, turns down a request for relief hears the indignant protest: "The guv'ment sen's you-all money to help all us hard-up folks. I'se jes' as ontitled to it as the nex' one." The far-off federal government is losing its distance.

BUT probably the most fundamental change has come from the fact that the FERA has given a measure of independence to a group tied for generations to the white landlord by the urgent need of food and shelter. Many a landlord, because of this, opposes relief for any but those actually on the verge of starvation. One landlord frankly voiced a current attitude: "I don't like this welfare business. I can't do a thing with my niggers. They aren't beholden to me any more. They know you all won't let them perish." To a large degree this is true. Many a Negro feels that if his landlord is unfair or unduly harsh, he can leave and shift for himself. The Welfare Department will feed and clothe him in all likelihood just as well as his landlord. Many individuals undoubtedly take advantage of this situation, shrewdly realizing that the landlord is no longer the arbiter of life and death in rural areas.

Some of the landlords, of late, have begun indirectly to cash in on the FERA. They refuse to furnish their tenants anything but a house, land and perhaps a team. Rations are often no longer mentioned in the contract, and the landlord will not stand good at the store for so much as a sack of flour. "Why should I feed my tenants," a landlord asked the other day, "when the Welfare can look after them? After all, I pay taxes. Other farmers are taking advantage of this federal money. Why shouldn't I? I need all the money I can get for myself." Another landlord will say, "Sam, you'll have to get your food from the Welfare this year. I can't carry you; besides, if the Welfare furnishes your rations, maybe you can work off last year's debt to me." Argue as the case worker will, the landlord stands pat. His tenants can move, feed themselves,

or get help from the Welfare office. Since a landlord who will "carry" his tenant is difficult to find, moving rarely helps the situation and as the tenant often cannot feed himself, the burden falls on the local relief agency. Although this attitude of the landlords is socially irresponsible and economically warped, it serves, nevertheless, to weaken further the chain binding tenant to landowner.

Bound up with these changes is a common complaint. "The niggers ain't worth a damn any more. Ever since federal relief and especially the CWA came in, you can't hire a nigger to do anything for you—the men nor women neither. High wages is ruinin' 'em." There is more than a grain of truth in the foregoing statement. Relatively high wages are undoubtedly ruining the colored folk—ruining them for a quiet acceptance of sub-subsistence pay, and ruining them for months of labor with only debt at the end of the year.

Perhaps the situation in this county is not typical. It may be that within its boundaries the Negroes receive more generous treatment than elsewhere. Perhaps in other sections the plight of the colored tenant is worse now than it was before the depression. But here at least something is happening.

It is impossible to say what the results will be, although several interesting possibilities suggest themselves. For large masses of Negroes living standards have risen slightly and the domination of the landlord has been weakened. These developments may make the Negro less willing to supply a considerable part of the labor force in a pauperizing tenant system. Large numbers may, it is true, become permanent charges on the community, and, in time, unsuited for economic activity. This would be a negative and unfortunate reaction. But the Negro may, on the other hand, find some way of cooperating with white tenants and workers to reconstruct his economic life on a basis that will provide decent living standards to all who perform useful labor. It is this reaction for which we hope.

Life Insurance That Lives

By RAINARD B. ROBBINS
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DURING the year 1932 the preparation of more than a million life-insurance policies at a cost of from $5 to $10 each proved to be waste effort because premiums to place the insurance in force were never paid. During the same year ordinary life-insurance policies (individual policies other than industrial) to the extent of 60 percent of the amount of new business issued during the year lapsed without value for non-payment of premiums.

Many studies have been made as to the causes of this enormous waste. Life-insurance executives are fully cognizant of the facts. Anyone who can demonstrate a method of preventing even a considerable part of this waste has his fortune made. The purpose of this article is more modest. It is to compare results in the usual commercial life-insurance companies employing agents with those of another life-insurance company that uses no soliciting agents. The purpose is to see whether or not the methods by which life-insurance contracts originate have anything to do with their persistence. The non-agency company in question is a New York legal reserve life-insurance company that began business in 1918—the Teachers Insurance and Annuity Association. There is nothing unusual about the policies it issues, but applications are completed without the services of agents and *a policy is never issued until payment has been received for the first premium.*

Comparison was first made with thirty-six life-insurance companies that might be called contemporaries, as they began business in the years 1911–20 inclusive. In 1922 the amount of life insurance in force in these agency companies was on the average nearly twice as large as with the Teachers. During the next ten years also the average amount issued annually by the thirty-six companies was more than twice as large as that of the non-agency company; yet in 1932, at the end of the decade, their insurance in force averaged less. Otherwise stated, the non-agency company increased its business 83.7 percent of its new insurance; the agency companies, only 25.7 percent.

Similar data were then obtained for five large mutual companies doing neither an industrial nor a group-insurance business, the youngest of this quintet having begun business in 1858. The increase in insurance in force for the five mutuals averaged 40.3 percent of the issues for the ten-year period (against 83.7 percent in the non-agency company.) We should not, of course, expect the same proportionate increase in business in an old company during a given period as in a young company because of the call upon new issues to replace policies that have matured.

Another method of comparison is by application of a table of termination rates. M. A. Linton, now president of the Provident Mutual Life Insurance Company, has presented three scales of such rates, labeled respectively "good," "medium," and "poor." A "good" or low termination rate means the same thing as a high persistency rate. The five old mutuals failed to make that grade; but after fourteen years of operation the non-agency company had 11 percent more business in force than it would have had if the "good" termination rates had been operating and no deaths had occurred. The mutuals wrote 19,910 millions of new insurance during the same time but at the end of it the business on their books exceeded this amount by only $63 million, although this *total* included not only the policies that had persisted from the issues of the fourteen-year period, *but also the remnants of $7860 million of business in force at the beginning of the period from issues of the preceding half-century.*

Comparison was next made with the life-insurance written by savings banks of Massachusetts. Any citizen of Massachusetts may apply for $1000 of insurance with each of the twenty-one banks that have established insurance departments. During the ten-year period of comparison, the increase in insurance in force in the Massachusetts Savings Banks was 82 percent of issues, a figure so closely approximating that of the Teachers' company as to create a strong presumption that the favorable economic status of the policyholders in the latter was not what accounted for the persistency of their policies. Clearly when persons drawn from a fair cross-section of our population buy life insurance "over the counter," they buy it to keep. Massachusetts is to be congratulated for the services of her public-spirited citizens, led by Louis D. Brandeis, now justice of the United States Supreme Court, who insisted on making

it possible for those who knew their need for life insurance to share in a more economical method of meeting it.

It is doubtless true that most individuals must be urged to arrange the protection that they need and that solicitation by commercial life-insurance companies is responsible for the American public being as "insurance conscious" as it is. Yet it is the methods of these companies which have led to the waste I have summarized and it is to be regretted that the Massachusetts plan has had their persistent opposition.

Why shouldn't those who know their insurance needs avoid participation in this waste? The development of facilities to serve them has scarcely begun. Doubtless there are many agents who would ask nothing more than a fair opportunity to demonstrate the relative merits of the agency and "over-the-counter" methods. Without question, under such an arrangement the agency companies would continue indefinitely to obtain the greater part of the business.

However that may be, the agency-using companies or agency organizations cannot be held solely responsible for the fact that almost all insurance is written through them—so long as the people who would gain by it fail to manifest an aggressive interest in developing a non-agency mechanism. Only organized interest in obtaining the advantages of such a mechanism can be expected to bring it about.

Social Surveys to Date

By KATE HOLLADAY CLAGHORN
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JUST twenty-five years ago first appeared in print the Pittsburgh Survey, a study introducing a form of social enquiry which became so popular that by 1928 a progeny of 2775 in number had come into being as listed in the family bible—the Bibliography of Social Surveys (by Allen Eaton and Shelby M. Harrison, Russell Sage Foundation). Doesn't this quarter century point call for some sort of a birthday tribute? A few words perhaps about this type of study, its characteristics, its line of development, its prospects for the future.

The term "survey" had been used before, more or less casually, as the title of a social investigation, but for this enquiry it was adopted deliberately as a definite indication of a special character—an analogy with the "survey" of the civil engineer. "A group of social investigators has been blueprinting Pittsburgh," said Paul U. Kellogg in his first presentation of the results of the study (Charities and The Commons, January 2, 1909), and like the engineer's survey, the social survey relates primarily to a definite geographical area, gives all relevant facts in a structural relation to each other, and is intended to be of practical use in building up a community.

How was the study to be carried out? As stated by John M. Glenn in the introduction to Women and the Trades, the plan of the survey was:

> A careful and fairly comprehensive study of the conditions under which working people live and labor in a great industrial city and a fair public statement of facts discovered. It was hoped that these facts would lead to the prompt application of some practical measures whose value to the community would be readily recognized, and that with respect to such conditions as are firmly rooted in custom and convention, they would afford a basis for efforts to secure legislative or other remedies.

The main task of the social surveyor then was to prepare the blueprint, trusting largely to the client—the public—to see its significance and to go on with the building. This, of course, did not prevent the surveyor from entering into relations of conference with the public, from interpreting the facts, from evaluating the conditions shown as "good" or "bad," from giving some standards by which these evaluations were made, from offering definite recommendations for action. This in fact was done in the Pittsburgh Survey, not systematically or comprehensively, but in varying degree in the different fields and by the different surveyors.

In short, the standards are seen ranging along a sliding scale of reliability from individual opinions and impressions to the well-established results of research. Why this variation? Why should not a reliably established standard always have been used? Because in many fields of interest such standards had not been worked out. The problem was too difficult, and when the surveyor encountered it he too could not solve it,—he had to fall back on his own convictions or those of other people, his or their "common sense," or on the community standard, trusted in the original plan.

For instance, in the field of health, mortality and morbidity rates offered an objective measure of the health situation as good or bad, the results of medical research indicated causes of bad conditions and what measures could be counted upon to improve them. In the field of recreation, on the other hand, it was not so easy to show a direct connection between certain forms of recreation or the lack of recreation, and bad social conditions, although there might be a general conviction that there was such a connection.

ON the whole this method or lack of method was justified. Not by any means all of the convictions and conclusions we depend upon to guide us in our daily life come by way of strict logical proof, or the application of the scientific method. Life cannot always wait for that. In the case of the Pittsburgh Survey the full and detailed information about living and working conditions offered to the public, together with such interpretation and discussion as the surveyors felt like giving, made a deep impression, was a real stimulus to action, not only in Pittsburgh but in other communities, and actually did result in community betterment.

But in the development of the survey the question of standards was always cropping up, and the surveyors seemed to feel increasingly a need for supporting their evaluations and recommendations by some sort of proof. In the Pittsburgh Survey, in the study of recreation, no attempt had been made to show what or why "wholesome" recreation was desirable; in the Springfield Survey, made five years later, a plea for "wholesome" recreation was made on the ground of a connection between delinquency and other bad social conditions with "unwholesome" recreation or the lack of any. The connection was shown by the "look on this picture and then on this" method, which fails to meet some of the tests of scientific method, but at any rate the need was felt.

The Springfield Survey did make progress toward objective standards by a greater use of objective tests in the health field, and by a more extended use in an introduction into the field of education of tests of achievement worked out in edu-

cational research. But on the whole, the difficulties in establishing objective standards in all fields were not overcome, and the subjective standards were left much as they were.

As the survey movement grew, there is seen a greater and greater limitation of topic to special fields in a given area. In the grouping of the 2775 surveys made in the bibliography, only 154 general social surveys are listed, while 625 deal with schools and education, 469 with health and sanitation, 296 are industrial, 155 are devoted to city and regional planning, 152 to delinquency and 112 to housing. This seems to indicate a desire for more intensive study of a field, and it is perhaps significant of a growing appreciation of more objective standards that the concentration is greatest in fields in which standards have been best worked out.

After a survey was completed and its results made public, a natural desire arose to see what effect it had had, how much attention had been paid to it, how far the community to which it was addressed, or other communities had carried its recommendations into effect and what experience showed as to the value of those recommendations. And so in the development of the survey we find follow-up studies to answer such questions. The best examples, perhaps, as well as the best standards, are to be found in the health field. The American Public Health Association devised an "appraisal form" as a measurement to be applied to cities to show how far they were carrying on public-health activities of already recognized value. It was not intended to be a measure of the effectiveness of the activities themselves, or of the public-health program as a whole.

But this further test also has been made in the health field. An example is seen in the studies undertaken by the Commonwealth Fund to test the results in community betterment in places in which child-health demonstrations had been carried on (see Children of the Covered Wagon, Warner and Smith, 1930.) A measurement of this latter type, if accurately made, may be found one of the most important steps in establishing a reliable standard. We may look upon the standards on which recommendations were based as hypotheses to be tested by experiment, and the carrying into effect not a final conclusion, but the experiment needed to verify the hypotheses.

SO far, then, the social survey as developed on the Pittsburgh pattern, is still primarily a description of conditions, with some degree of evaluation according to more or less objectively developed standards, and some amount of recommendation for action. It is to be noted, however, that practically no attempt has been made to establish standards through research undertaken within the limits of the survey itself. This was anticipated at the very beginning when Mr. Kellogg happily characterized the survey as a "diagnosis," by which "the survey takes from the physician his art of applying to the problems at hand standards and experiences worked out elsewhere" (The Social Survey, Department of Surveys and Exhibits, Russell Sage Foundation, 1912.)

It seems quite clear that in medicine, treatment and research cannot be effectively carried on together—one would interfere with the other. Could the social survey, originally a means toward social treatment, undertake at the same time the scientific research necessary for establishing objective standards, or causal connections, or social "laws"? Obviously not. And yet that is just what is being urged today for the survey. A standard textbook on social research of recent date states that "since 1920 the attempt has been made to make the survey a purely scientific study" (An Introduction to Social Research, Odum & Jocher, 1929) defining the post-1920 survey as follows: "The social survey may be said to be an objective, quantitative approach to a study of the social process within a well-defined area at a given time through one or more institutions, by means of the schedule and questionnaire, and the data thus assembled are treated statistically." And the authors adduce various sociological authorities to back them up. Again they say, if the survey "is inductive, objective, quantitative, comparative, and if sufficient accurate data are collected, classified and compared, so that trends and tendencies are indicated and generalizations deduced from the results,—is not its claim to scientific validity assured?"

Yes, perhaps; but what could be more unlike the survey itself, as organized and christened, than the above definitions?

THE social survey has used "induction" in a loose and broad sense from time to time, it does give an objective view of things, but its method is prevailingly and decidedly qualitative, and descriptive, it is not strictly comparative—far from it, uses schedules and questionnaires only incidentally, and for numerical description rather than for statistical analysis, and, in short, while admirably adapted to its own purpose, that of a diagnosis, is practically everything that a piece of statistical research is not.

But just as the physician's diagnosis is not original research, while connecting itself with research, so the social survey, as a social diagnosis, may connect itself with research, to use its results, and even to contribute something of value to research in its turn.

Just what can it contribute otherwise than by turning itself into a form of statistical enquiry? In the first place it can contribute its full and accurate collections of qualitative material. It must be remembered that the quantitative measurements prevailing in different sciences in differing degree do not give the whole truth about the things measured. They are abstractions from objective experience, taken as representing important and significant relationships, and arrived at by the exclusion of everything nonquantitative. But they are built up out of qualitative material, and what is to be taken for quantitative measurement as "important" and "significant," depends upon a rich knowledge of the qualitative.

The survey, then, by its detailed description of conditions, adds materially to the stock of qualitative knowledge needed to direct the way toward the quantitative measurement which is the aim of science. But this process cannot be hastened. Nothing is gained by a forced translation of the qualitative into quantitative terms. The results may add up, be comparable and so on, but the real value and significance may have been all strained out of them. We can all think of examples.

On the whole, perhaps the best advice to the social surveyor is to urge him not to listen to the voice of the sociological charmer who wants to snare him for the statistical field, but keep right on in his old path. In this period of widespread and fundamental change, our communities are more than ever in need of diagnosis. The social surveyor will, therefore, be called upon more insistently than ever. The need is immediate and urgent. We cannot wait for science to arrive at the complete and perfect answer to all questions. The social doctor must write his prescriptions on the basis of such knowledge as is available, he must keep demanding more and more from the field of research, he must urge the taking of his prescriptions as a step in research as well as a means of cure.

When Clients Are Set in Their Ways

By GERTRUDE SPRINGER

What can the relief worker do about:

The chronic bad housekeeper who wastes or spoils a good part of the food order and makes loud complaints of its inadequacy?

The woman whose rooms are so crowded with treasured trash that she has to keep her food supplies under the bed?

The congenital gossip who continually runs to the office with tales about how others on relief lie and cheat?

"IT'S a perfectly disgusting house and I don't think that woman should have a nickel's worth of relief until she cleans up. It actually smells bad." The young investigator's nose curled reminiscently.

Miss Bailey scanned the application form of the new family. "Common laborer—five children—nine months without work. Um-m. Must be a little thrift or courage or something along with the dirt else they couldn't have held out so long. Was the woman friendly and cooperative?"

"Oh, I suppose so. But that house—like a pigpen! I had a feeling—ugh—that it was just crawling. I didn't dare even look at the beds."

"Why should you? They weren't your beds," Miss Bailey put in mildly. "Don't worry about things like that until they get on you."

"But surely we'll make her clean up before we put in relief?"

"Make? Make? Make the mother of five who has weathered nine months of unemployment,—*make* her change her housekeeping habits? You are an optimist! And while we are making her change her lifelong ways, what about the children? What will they eat? Apparently she went to the last ditch before she applied for help."

"I know, but—it seems as if we ought to do something."

"We certainly ought and let's hope we can. But I don't believe that withholding relief is the place to start, do you? We might, by order, be able to force her to do a little surface slick-up, but that would only mean that she would hate us right from the first. She's kept house this way for years, and there is something to be said for the fact that the family has never before asked for help. As long as the husband worked their housekeeping was their own business. Now, because there isn't any work for him, it suddenly becomes our business. I don't know, but it seems to me we're a little late. If, when we know her, she seems to want to learn how to do better, we should certainly help her on the way. But we'll never get very far unless she herself has the idea."

"Well if I ever get one of those things on me I'll certainly tell her what she's got in her bed. Wouldn't you?"

"Frankly, no. But then you see I'm a burnt child. I discovered long ago that that is one piece of bad news that is a deadly insult in any walk of life. It just can't be told. The last time I tried it, years ago, the woman told me she'd never so much as seen one until social workers began coming to the house. She pinned them on me to the neighbors and for months I was poison-ivy in that whole building."

"Then do we do just nothing about such a house as this?"

"But what, as a practical measure, can we do? It's our job to see that this family is fed, clothed and sheltered. We have neither time nor authority to go beyond that unless they want us to. We can lecture if it makes us feel any better, and we can engage in the slow processes of suggestion and education, but with your case load what it is I shouldn't be too hopeful on that score. I'd do the relief job and be pleasant and courteous about it. And of everything else I should be as unaware as possible."

Seasoned case workers have learned the futility of trying to use relief as a club to discipline people into changing their ways, but the temptation to do so is strong for workers less experienced in the resistance of which the *genus homo* is capable.

"I don't blame our workers for their impatience with the chronic shiftlessness of people who have never had decent standards of home-making, and probably never will," says a supervisor in a city where traditional smoke and grime put a handicap on the best of housekeepers. "But because our standards are different gives us no right, as I see it, to use the power of relief to force them to our ways. And to be critical only arouses antagonisms and blocks any possibility of influencing a change or injecting new ideas.

"Our most trying cases in this line are the congenital bad managers who complain bitterly that they cannot get along on the food order but who stubbornly resist any effort to teach them how to do it. They fight against the budget or any idea of systematic management as though it were some deadly disease. We have such a case on hand right now and so far we don't call it a triumph. This Mrs. Simpson is a terrible housekeeper who has driven all of us frantic with her complaints. We're not especially proud of the adequacy of our food orders, but we know that the necessary elements are there and that hundreds of families manage on them. After a good many skirmishes we persuaded Mrs. Simpson to let us send in a visiting housekeeper to demonstrate the best use of the foods provided. But unfortunately this housekeeper, who ought to have had better sense, arrived at the back door and took a good look at the garbage pail on the steps. Her greeting to her new client was a bawling out for a mess of burned oatmeal that graced the top of the receptacle. One word led to another and it ended by the housekeeper going out the door at the end of a frying-pan.

"WE next tried to get Mrs. Simpson to join a group of women at the nearby settlement who were making their own experiments in food-order management. But she had a hate on the settlement and wouldn't go near. It was a pity too, for these self-managed groups have accomplished wonders,—the women will take advice and teaching from each other that they'd choke before they'd take from us. We have now planted the idea that Mrs. Simpson should organize a club of her own in her own tenement building to try out recipes and swap experiences in food management. I don't know how it will work, but we have to keep trying. If we can

DAY by day situations in busy relief offices have been tapped by The Survey for a series of articles of which this is the sixteenth. The discussion has been drawn from experienced supervisors in various parts of the country. The series to date is now available in two pamphlets, Miss Bailey Says . . . *(30 cents each, postpaid from The Survey. Less in quantity).*

once get it into her head that it is an achievement to manage on the order, that only really smart women can do it. . . . Meantime we've arranged for the children to get a hot school lunch and we're trying not to worry about what we can't help."

Another variety of housekeeper whom the home visitor occasionally encounters to her sorrow is the hoarder, the woman who never throws away anything and whose rooms are stuffed with broken dishes and furniture, rags, old newspapers,—everything under the sun, and who lives in a confusion beyond description.

"ONE of our visitors has shown real talent in dealing with a hoarder," reports a supervisor in a New England city. "The rooms, she said, were incredible, every cupboard and shelf jammed, every hook loaded, every chair and table stacked with trash. There was literally no place to put anything. Food supplies were kept under the bed. The visitor didn't scold—thank goodness we have at least one who realizes how little good that does—but showed herself interested in what these things mean to the women and why she had such an accumulation. In the course of two or three friendly, uncritical chats the woman admitted, somewhat to her own surprise I think, that the stuff didn't mean anything to her. It had gradually accumulated until it got so far ahead of her that she didn't know where to start to get rid of it. The visitor drew a little plan of how the rooms could be arranged if the truck were cleared out, and slipped in an extra visit or two to help the woman get started at it. At the first signs of progress the woman was so encouraged that she went at it tooth and nail and within a month the place was orderly and livable.

"Of course it doesn't always work like that. Sometimes hoarding indicates a mental condition with which only a psychiatrist can cope. We have had one or two instances where we have been obliged to call in the Board of Health—a last resort always. Sometimes a piece or two of new,—well, second-hand new,—furniture will serve as an incentive to a weeding out, though more often they're just another place to put things. But in any case we know that scolding or ordering does no good. If we can't suggest and persuade we'd better let it alone."

Another occasional little way of clients that is a thorn in the flesh of relief workers is that of minding other clients' business, easy to do these days when poverty has no privacy, when the home visitor is preceded down the block by a children's chant, "Here comes the grocery-order lady."

"We can bear the people who complain of us better that we can the ones who complain of each other," grumbles the supervisor of a city district. "We know that unfortunately some of our clients do lie and cheat and that there is quite probably some truth in the tales that the busy-bodies bring us. But we obviously can't encourage one client to sleuth on another, although we have to watch our step a little else the charge of accessory will be laid on our doorstep. Our practice is to listen to the tale and take notes. Then we list the charges, 1, 2, 3, 4 and so on. Usually they're just gossip with little real evidence. We point this out and explain that while we have to be alert to unnecessary expenditures we can only act on exact, fully substantiated facts and figures. If the complainant can produce these, will sign a statement and stand back of it we will consider the case. The suggestion of signing usually scares him off that particular case though he'll likely be back in a few days with another one. We listen two or three times, then refuse to hear any more. We can't refuse a hearing or two to a tale-bearer but so long as we give him importance so long will he persist.

"Officially we disregard these stories, just as we do anonymous letters. But I must admit, and I suppose this is an ethical lapse, that we do hold them in the back of our minds in observing the family. Sometimes they substantiate doubts of fair dealing which we ourselves have had, and again we recognize them as plain spite. We weigh them only as they are related to our whole knowledge of the family."

Many social workers are becoming increasingly impatient with the idea that the administration of relief constitutes a franchise for the general reform of the manners, morals and habits of the unemployed who until economic accident overtook them managed their lives to suit themselves. "Who are we to sit in judgment?" they ask. "What if our own personal habits were put under the spotlight to which relief subjects these people? How well would we come off? And how deep is our real concern over the bad housekeeper? If her husband got a job tomorrow and the food order no longer gave us power to walk into her kitchen, how long would we worry ourselves about her slack ways? We evidently didn't worry very much before we had that power.

"To use the necessity of relief as a lever to force people into new ways is to spend our energies futilely. We have plenty to do on the relief job without undertaking to recast the habits of people who are helpless to make that retort which would be only human,—'Mind your own business.' "

Minimums

By IRA S. WILE

MINIMUM is a long word for a trifle.

Wage is a short term for a little more, unless it refers to the wages of sin.

And the country is rejoicing over a minimum-wage code for industry. There is much talk concerning reduced hours. You can reduce the gold in a dollar but you can't reduce the minutes in an hour. Still they say time is money.

And that explains why people buy on time—but don't pay that way.

Minimum pay for maximum work in shorter hours will help national stability.

It sounds more reasonable than maximum pay for minimum work in longer hours.

What is really needed is a maximum wage and minimum maximum hours.

THE COMMON WELFARE

Go to It, Ladies

"THE appalling thing about consumers," says Henry A. Wallace, secretary of agriculture, "is not only the slowness with which they get going but their incredible relentlessness when they get started." Consumers did not get going in time to save the Copeland Bill to extend federal control of food and drugs. "But," says undersecretary Rexford G. Tugwell, "the efforts of the administration to secure a satisfactory law have not ended. They have only begun." Consumers, it appears, are going into action and if they prove as relentless as Secretary Wallace believes them to be there is a good chance in the next Congress for a bill stronger than the battered version of the original draft that was reported out of the Senate Committee on Commerce and then left to die.

Ten of the largest and most important women's organizations in the country have now enrolled for the fight. They are: General Federation of Women's Clubs, American Association of University Women, American Dietetic Association, American Home Economics Association, American Nurses' Association, Medical Women's National Association, National Congress of Parents and Teachers, League of Women Voters, National Service Star Legion and National Trade Union League.

The membership of these organizations represents a lot of consumers, enough, if they are sufficiently "relentless" and if we know our politicians rightly, to get almost anything they want. The degree of their relentlessness, the extent to which they turn organization endorsement of a proposed law into positive individual demand for its enactment will, in all human certainty, determine the immediate future of this legislation in the interest of the consumer.

Movie Consumers

FUNCTIONING as organized consumer groups, Catholic, Protestant and Hebrew church bodies have recently joined in a demand that the motion-picture industry provide "wholesome entertainment" and a plea to their members "to refuse to patronize objectionable films." Strong opposition to block booking and blind buying are also expressed, particularly in the statement adopted last month by the executive committee of the Federal Council of Churches.

A gathering of 50,000 Catholics from fourteen northern Ohio counties, met to welcome an Apostolic delegate, took the pledge of the League of Decency, vowing to shun indecent and immoral movies, and greeting with a thundering "I do!" the question put by the presiding officer: "Do you resent the answer of the motion-picture producers that they are giving you what you want in these pictures?"

The Central Conference of America Rabbis voted to appoint a special committee to cooperate with other religious groups and civic bodies "in bringing home to motion-picture producers their responsibility for taking immediate steps to elevate the moral standards of pictures."

Since the publication of the Payne Fund study, showing how movies, particularly those relating to sex and crime, impress youthful minds and encourage delinquency, there has been growing criticism of Hollywood's output by parents, educators and social workers (see The Survey, May 1, 1933, page 245.) The apparent effort on the part of some producers to clean up has been accelerated by the action of the church groups. Plans to film several sensational stories, movie rights to which had already been purchased, have been abandoned. At least two films are being "revised" before being shown to censor boards or the public. That the attitude of the consumer may have sharpened the discernment of those in a position to safeguard his interests is suggested by the action of the New York State Board of Regents, which refused to grant a license for one of these, a new Mae West film.

There is cause for rejoicing in the evidence that even the hitherto thick-skinned movie industry is responsive to consumer opinion vigorously expressed and backed by a threat of disciplinary action.

The Emergency Is Over

INEXORABLE facts have brought leaders in high places to public recognition of the plain truth that relief of destitution is not an emergency but a long-time public obligation which must be faced realistically. The rapid rise in relief requirements all over the country with no sign of the usual seasonal summer drop, has brought up short those practitioners of expediency who have steadfastly held that "this thing will work itself out."

"We cannot continue our present expensive and unscientific method of relief," says Mayor LaGuardia of New York. Makeshift methods of financing and hand-to-mouth borrowing bound sooner or later to impair the city's credit still further, must give way to sound budgeting as a basis for long-time planning. That the mayor was not just talking was indicated when he called in council some fifty of the city's civic and business leaders and put all his cards on the table. The results of this conference are now being formulated into a plan which will, without doubt, call for new and drastic forms of local taxation. That such taxation will be so unpopular as quite possibly to cost him a second term in office is a contingency which the mayor frankly faces.

In New Jersey and in New York the State Emergency Relief Administrations have taken the lead in asking for measures which will wipe out the unrealities of further emergency handling of relief and will put it on a permanent basis where economies of administration and improvement of practices may be effected. As a first step in New York, the TERA has requested Governor Lehman to appoint a nonpartisan committee of experts to investigate and evaluate the present system with a view to legislative action next January. The Administration, says its executive director, Frederick I. Daniels,

> is frankly alarmed at the huge costs of relief. It does not question the need, nor does it sidestep the fact that allowances for individuals are woefully inadequate as compared with a normal level of living. It does question, however, the method and use of these huge funds through the present system.

That direct relief is not "the American way" of meeting general unemployment distress is the conclusion of Harry L. Hopkins, head of the FERA, a conclusion which recalls the old story of the man who couldn't be put in jail—but there he was. Mr. Hopkins believes that some other answer than better relief must be found for the 16 million people now on relief. He envisages the answer as a combination of unemployment insurance, "pensions" for the unemployable, the decentralization of industry so that people may supplement their industrial income from the land, and a regular "fluctuating" appropriation for public works. "Coordinating public works and the people is one way of settling the unemployment problem."

In another four months we will go into the sixth winter of unemployment. High time certainly to stop equivocating about an emergency and to face the situation for what it is.

Hail to the Chief

IT is altogether fitting at this time, with developments in the field of public welfare on the eve of a great advance, that Grace Abbott, chief of the US Children's Bureau, should have been appointed to the new professorship of public-welfare administration at the University of Chicago and to the editorship of the University's Social Service Review. It is in effect only a transfer of her distinguished qualities from one form of public service to another. But to that legion which has long rejoiced in the expression of her vigor and genius for instigation through the Children's Bureau the loss to the Bureau is hard to reconcile. Miss Abbott has directed the Children's Bureau since 1921 when she succeeded Julia C. Lathrop, its first chief. But for years before her appointment she had been so closely associated with it that there are few of its achievements that do not bear the marks of her deep human insight and of her competence and courage. She has never denied a responsibility nor shrunk from a challenge. Frances Perkins, secretary of labor, announcing Miss Abbott's resignation, expressed an appreciation of her which everyone who knows the work of the Children's Bureau must echo:

> Miss Abbott is one of the most distinguished women in America, with a scope and authority in the field of public welfare and a concentration upon the problems of children which have made her leadership in this field of great value not only to the government, but to private social agencies everywhere. . . . She has put the Children's Bureau upon a firm foundation from which I believe its useful work can be continued. The Bureau is increasingly effective largely because Miss Abbott has insisted upon its development in the direction of contacts directly with the people affected by the problems studied. The reports, the advice, the progress emanating from the Children's Bureau under her leadership have raised the standard of life for the children of this Republic immeasurably, and there are thousands of people who will not be able to join in any public expression of gratitude who nevertheless owe enormous benefits in their own lives to her intelligence, character, force, and social-mindedness.

Extra, Extra!

PROTECTION for the half million girls and boys who sell papers on street corners and deliver them from door to door is sought in the amendment to the graphic arts and daily newspaper codes, on which hearings were held in Washington last month. The amendment would permit the employment of boys 14 to 16 years of age three hours a day between 7 a.m. and 7 p.m. in winter, 6 a.m. and 8 p.m. in summer. Boys between 12 and 14 employed when the amendment becomes effective could continue in the work. It would eliminate younger boys as newsdealers and all girls under 18.

The only publisher to speak in favor of the amendment, David Stern of New York and Philadelphia, viewed it as a benefit to the boys, the community and the adult unemployed. Walter J. Parker of the Chicago Herald and Examiner stated that of the 7500 newsboys he employs, "not more than 300 handling evening papers are under 10 years of age," and perhaps 100 handling morning papers are under 10 years; that about 1000 are under 12 years. Most circulation managers insisted that "boys are no good for sales work after they reach the age of 14." On cross-examination by a representative of the Labor Advisory Board, this was invariably broken down into an admission that the present rate of pay does not attract older boys. Assistant Secretary Arthur J. Altmeyer of the Labor Department stated that the newspaper industry "is responsible for the largest single pool of commercialized child labor in the country."

Perhaps the most eloquent argument in favor of the proposed amendment was that telegraphed by Warden Lawes of Sing Sing, who was unable to appear at the hearings. His message read, in part:

> Recently I had a census taken here in Sing Sing to determine the number of inmates who had sold newspapers in their youth. The examination showed that of the 2300 men, over 69 percent had done so. . . . These figures support my contention, based on nearly thirty years experience, that juvenile delinquency and so-called criminal tendencies are largely the result of detrimental influences and associations that can often be corrected. . . . There is certainly enough labor available to the publisher at wages he can afford to pay so that the employment of children under the ages of 14 for boys and 18 for girls cannot be justified.

At this writing, no action on the amendment has been taken by the code authority.

His First Hundred Years

ON May 25, Adam Meister, the first district visitor of the first Charity Organization Society in America, was one hundred years old. On the day the Buffalo COS opened its pioneering doors in 1877, Mr. Meister began his work. Forty years later, in October 1917, he was retired on half-pay and has lived since then with a daughter a few miles from Niagara Falls, at Chippewa, Ont., where he is easily the first citizen. Hale and hearty (see frontispiece) he seems almost fit for another century. The Survey joins in hearty birthday wishes and prints with pleasure this sonnet to Mr. Meister, written by Frederic Almy, secretary of the Buffalo Society from 1894 to 1921.

Adam of Charity are you;
First of the long, illustrious line
Of those who head and heart combine
To serve our country's poor. And, too,
The Adam of the men who knew
That the soft heart, most truly thine,
Must keep soft-headed work in line
To aid the poor with service true.

Organized charity, they claim,
Is cold. The critics little know.
Organized love is but the same.
Purged of the faults of long ago
Our modern work redeems the name
Of Charity, which blundered so.

UNEMPLOYMENT AND COMMUNITY ACTION

JOANNA C. COLCORD RUSSELL H. KURTZ

This department is an emergency information service to public officials and to members, executives and supervisors of citizens' committees. News of interesting developments will be gratefully received by the editors, Russell Sage Foundation, 130 East 22 Street, New York

"3-Point Plan" Developments

1. Rural Rehabilitation. On April 23, Assistant FER Administrator Westbrook called the attention of state directors to the fact that they have complete discretion to pay cash wages in rural areas "where it appears desirable to do so, bearing in mind the general objective of the rural program to provide rural rehabilitation wherever possible instead of work relief." A release from the FERA on April 21 says that cash requirements of clients are to be supplied in rural regions "as far as possible through work on public or private projects." Advances to provide homes and land, garden tools or equipment, seed, feed, fertilizer and livestock, are to be repaid by "toll from gardens and other surplus foodstuff which might be used by the relief administration, processed or handwork products needed in relief work," and by work on community projects.

A special angle on rural rehabilitation comes from *Maine*, which has allotted $100,000 for relief and equipment for distressed fishermen along its coasts; and from *Florida*, which has requested thirty-six county administrators to forward information as to the number of fishermen on relief, and the additional amount of equipment which would enable them to resume fishing operations.

Texas expects an allotment of 100,000 dairy cows, which are being purchased on a large scale by the SRC in the drought regions of the Northwest in order to prevent their perishing from hunger and thirst. These animals are to be sold by the Texas Relief Commission on very easy terms, including repayment in kind, to relief clients and other persons of small income who will agree to use the dairy products for their own subsistence only. The Commission emphasizes that the same consideration should be given in the rural rehabilitation program to home-owners in need of relief, as to non-home-owning share-croppers.

2. Stranded Populations. Present plans are to decentralize the management of cooperative farm communities for the benefit of stranded populations by making them wholly the responsibility of state ERA's. Although announcement was made by the Associated Press on April 22 of the formation of a central holding corporation within the FERA to purchase these lands, this statement is erroneous. State holding corporations will, however, be formed for the purpose. The SRC, to which $25 million was allotted in January by PWA for the purchase of submarginal agricultural lands, will act in this respect as the agent of other arms of the government, and will not be concerned in the FERA's "stranded populations" program. The "subsistence homesteads" of the Department of the Interior are a separate project entirely, financed from other funds and on other terms than the FERA program, which up to the present is in operation only in Trinity County, Texas.

Assurance has been given in public addresses by the President and the FERA administrator that no coercive methods will be used to induce "stranded populations" to migrate elsewhere.

3. Work Division (urban). Some modifications have already been made in the FERA rulings as to wages. State ERA's were given telegraphic instructions on April 25 to "intervene and modify wage-rates established by local administrations where evidence is presented that such rates are not in fact the prevailing rates."

Connecticut instructs local work directors to give the worker any benefit of fractions of a cent which occur in deriving hourly wage-rates from weekly rates; and further directs that "as a matter of good business and sound economy, you should put on direct relief those persons who cannot or will not give a good day's work for the pay they receive."

In establishing the "prevailing" wage rates in a community, the *New York* TERA suggests as guides "(1) the wages actually paid on public work during the past two years, (2) data obtainable from the State Labor Department Board of Mediation as to wage rates in the locality, (3) wages actually being paid at present in public and private employment."

A complete occupational classification of persons on work relief is to be made at once, and a campaign instituted in cooperation with the NRS and the New York State Employment Service to get as many of them as possible reemployed in normal industry, with the double purpose of reducing the burden on relief funds and preventing the development of an attitude among emergency workers that work relief is "a permanent form of employment which makes it unnecessary for them to search for regular jobs in industry."

Illinois has combined work relief and rural rehabilitation into the Work and Rehabilitation Division of the IERC, with Acting Administrator Arthur K. Lord in command. Included in the new division are women's work and the emergency educational program. Detailed rules have been drawn up for the appointment and procedure of Wage Rate Committees, establishing the binding nature of their findings on local administrators.

Two interesting work-relief developments have been reported from *Florida*. The colleges of the state have been authorized to select 125 needy students from among their upper classes, who will be given two months' employment during the summer on special projects. They will receive $200 each, $30 of which will be paid them while they are working, the balance remitted to them in eight equal installments during the ensuing college year.

A somewhat similar plan, known as the "escrow system," is to be applied to regular work-relief wages in Florida. Persons will be assigned to uninterrupted periods of work, during which their earning in excess of certified budgetary needs will be placed to their credit, and issued on the basis of weekly budgetary requirements after the completion of the work assignment until the credited earnings have been used up, when the client will be eligible for re-employment.

Much uncertainty is reported from *Massachusetts* as to the effect of the new wage rates. The maximum of 24 hours a week at the "prevailing rate" of 50 cents an hour for common labor will produce an income considerably below the budgeted home relief now being provided in many communities of the state; and the Boston director of welfare is quoted in the newspapers as saying that no man from his lists will be forced to take work which will produce less income than the relief he is now receiving. Whether or not low earnings in the work division will be supplemented by relief from public welfare departments is a controversial subject in Massachusetts, with wide differences of opinion appearing between the State ERA and local public welfare administrators.

On May 10, spot information secured from 38 states showed that in 22 of them, less than one third of the total families under care had been placed upon work relief. In this group were the important industrial states of Illinois, New Jersey, Ohio, Michigan and Pennsylvania. Michigan and New Jersey reported sharp increases in prospect, Ohio was noncommittal, but Illinois and Pennsylvania saw no hope of increasing the proportion on work-relief unless funds were forthcoming in greater measure. About one third of the states heard from reported lagging work programs due to insufficient funds. Others reported delays due to difficulties in providing suitable projects, in getting localities to finance the purchase of materials, in arranging for workmen's compensation coverage, in locating enough skilled labor within the relief lists to make certain projects practi-

cable, in adjusting wage rates, and in rebudgeting and recertifying the many applicants.

News From Two Cities

CUYAHOGA COUNTY (Cleveland) O., has joined the growing list of cities that are trying out cash relief. With the Ohio Relief Commission's sanction, the county ERA put one of its thirteen urban districts on an all-cash relief basis on May 1. The food-order system in the remaining districts has been liberalized to allow greater freedom of selection to those still on the order system, pending a study of results in the experimental cash district.

The resident homeless men under care in this county are to have the opportunity to grow a part of their own foodstuffs this summer on two large farms just outside the city limits. Men from Wayfarers Lodge are selected on a case-work basis for assignment to these tasks.

Baltimore has encountered so many difficulties in the operation of its central Rent Bureau (see The Survey, May 1934, page 170) that it has decided to abandon it. Reasons given: high operating cost, delay in getting tax allowances credited to the landlords at City Hall, and misunderstandings between landlord and tenant. In the future, rent orders will be issued by the districts, with benefit of counsel from a small staff of realty accountants at the main office.

The Baltimore ERC has been under pressure from several sources to trim its relief costs and to tighten up on intake. FERA officials have completed a study of the local situation and have made recommendations that expenditures be lowered. At the same time, it notified Maryland of its tentative intention to bear no more than 50 percent of the total relief costs in the future. The reaction within the state has been a mixture of resentment at this course and grim determination to force relief costs down to pre-FERA levels. The Baltimore ERC, caught between these forces, is attempting to preserve its levels of adequacy while effecting a housecleaning within its caseload. Despite the turmoil into which it has been thrown, it is going forward with its experimental installation of the all-cash relief system in several districts.

Workmen's Compensation

THE question of compensation for injury to emergency workers continues to plague state ERAs, which under CWA had become accustomed to this cost being borne by the FERA. Now that federal relief funds may no longer be used to pay premiums, different methods are being adopted to get around the very serious difficulties by the new policy.

Florida directs, pending a definite plan, that injured employes be cared for generously, but on a direct relief basis. *Illinois* follows the same method, but stresses the primary importance of its safety campaign in addition. A Workmen's Protection Department has been organized to coordinate preventive measures, furnish forms and investigate serious accidents, and handle all matters of claims or suits against the IERC. *Massachusetts* has a bill pending to authorize cities and towns to furnish insurance coverage. *Minnesota* leaves it up to local subdivisions whether to insure or "assume its common law or statutory liability." *New York*, which has secured special enabling legislation on this point, makes a distinction between temporary and permanent disability. Temporarily disabled employes are to be carried on a basis of full budgetary relief and medical care; while in case of death or complete or partial permanent disability arising from *occupational disease* or accident, "the administration may provide such allowance as it may deem proper," but not to exceed $3500 inclusive of funeral expenses. The administration's decision is not to be subject to appeal or review. A "disability fund" is to be set up from funds set aside from each allocation of work-relief wages, in a proportion to be determined by the comptroller of the state and the chairman of the TERA.

One state, which prefers to remain unnamed for the present, is setting up on the basis of its experience with CWA a reserve fund of one percent of payroll. Injured employes are to be carried on an "injury payroll" set up with this fund, under prescribed regulations. Expenditures will be nominally charged to relief or medical care as the case may be.

Under the law of *Virginia* any employer who neglects to insure under the state's workmen's compensation act, becomes automatically self-insured. The VERA has firmly held that this law applies to local authorities carrying on emergency relief works. Resultant intimations that some municipalities might discontinue work relief altogether have been met by the statement that in that case the VERA might grant no further assistance to such communities in carrying their home-relief burden.

Consolidating the NRS

THE National Reemployment Service was set up within the US Employment Service in August 1933, primarily to serve the needs of the PWA. When FERA in November set up CWA, the NRS underwent rapid expansion in order to take on that additional task of placement.

By December 31, 3320 NRS offices (in addition to 150 state employment offices) were in operation, and nearly every county had one or more available. About 18,000 persons were engaged in their operation when at this maximum number. Out of 10,131,454 persons registered prior to December 31, 1933, 3,207,732 had been placed. Most of the placements were on PWA and CWA, but a substantial number had been placed in private industry.

With the curtailing of the CWA program, the pressure on NRS began to lessen, and the staff had been reduced by the first week in May to seven thousand. Staffing the NRS offices was continued through April by CWA as an uncompleted federal project, to give time for further demobilization.

State reemployment directors have undertaken careful districting of their states, consolidating county offices and placing the offices to be retained so as best to cover the whole territory. From these employment centers, it is planned that officers may be sent into outlying sections of the district to set up temporary headquarters for registration and placement when a project is opened requiring such special service.

While Works Division employes will presumably be given their assignments directly from the relief offices, they will be required to keep registered for regular jobs through the employment service; and it becomes a matter of importance not only for the PWA, but for the relief administrations, to have NRS continue to function on a nation-wide scale.

Funds are available to make this possible on a reduced basis up to June 30, 1934, the end of the federal fiscal year. The recent appropriation by Congress of $3,700,000 to the US Employment Service becomes available after July 1, and will provide for the US Employment Service and for apportionments to state employment offices.

To maintain the NRS as an additional emergency service, on its newly districted basis, will require an allocation of funds from the PWA during the period beginning July 1, 1934. Plans in this direction are now in process.

Relief in London

NOW that the largest city in America is embarking on the use of cash relief, it is interesting to learn that the only city in the world which is larger than New York has been increasingly using this form of home assistance.

A recent report of the Public Assistance Committee of the London (England) County Council stresses the fact that the use of cash relief in "able-bodied cases" has increased threefold in the past three years. Seventy-one percent of the relief given in recent months was in the form of cash. Comment is made as follows: "It is frequently urged that a good housekeeper can make a better use of money in the purchase of food than of food tickets, and we have indicated to the local subcommittees that in suitable cases relief should be given in cash rather than in kind." Insofar as relief in kind is still given, it is "obtainable through the local tradesmen included on the panels approved by the local committees." The last of the "out-relief stores" or commissaries were closed in 1932.

The Public Assistance Committee operates through ten local committees and ninety-four district subcommittees, the latter being charged with the responsibility of deciding what assistance shall be

rendered in each individual case. In each district is a "relieving officer" who takes applications and gives such emergency relief as is necessary. Then:

Every application for relief must be reported by the relieving officer to the next meeting of the district subcommittee operating for his district and he is required at the same time to report the result of his enquiries into the case and the action, if any, which it has been necessary for him to take. He must also inform the applicant of the date and time of meeting of the subcommittee in order that he may be present thereat. In any case in which an applicant for relief is unable owing to old age or infirmity to attend before a district subcommittee, a report by the district medical officer is submitted with the application.

An applicant normally attends before the subcommittee not only on the occasion of the consideration of the first application, but also on each subsequent occasion when the question of the renewal of the order for relief is under consideration.

The subcommittee may decide that there is no destitution, and assistance cannot in such cases be granted. Where there is destitution the relief afforded may be either outdoor relief (cash or kind), medical relief (medical attendance, medicines, surgical appliances, etc.) or institutional relief (admission to an institution, hospital, children's home.)

The average weekly number of cases cared for during 1933 was approximately fifty thousand.

The County Council, predominantly Conservative until the March elections, has now fallen into the hands of the Labour Party. American observers are wondering what the effect of this will be upon the relief set-up.

Reorganization

FLORIDA'S relief administration has been revamped recently along tighter organizational lines. The 67 county relief administrations have merged into ten new regional areas. Staff departments in state and regional offices communicate directly on functional matters, but the line of administrative authority runs from the state ER administrator to the corresponding executives in the regional offices.

This development in Florida is of particular interest because of the unusual degree of FERA control in that state's relief affairs. A similar development in another FERA-controlled state, *Kentucky*, points up this observation. There the "expensive plan of administering aid through 120 county committees" is to be supplanted by one in which there will be only 39 "compact administrative units," according to a press despatch. *Colorado* is being reorganized along somewhat the same lines.

"Stranded Populations"

MUCH is being said and written in this country about the problem of communities which have been built up around a single industry that is now dead beyond recall. The British, in their mining areas, have been aware of this problem for many years; and The London Times presented in March of this year a series of excellent and timely articles by a special correspondent, called Places Without a Future—the Burden of Durham.

County Durham, in northeastern England, is a soft-coal area. At present, 37 percent of the population is unemployed, and in some sections the percentage runs up to 75. From 74 to 84 percent, having been out of work over six months, have exhausted their right to unemployment insurance benefits and are receiving meager support from the "dole." This and the "means test" (investigation of financial resources of applicants) "color the whole sky for a man out of work." There is no sheer hunger; but there is apathy and undernourishment. "We go for walks and we dig in our gardens," one man said, "but mostly we sit about."

The mining towns are "black-marked by those straight streets of featureless houses (with outdoor privies and no conveniences) which the colliery-owners of the nineteenth century left as perhaps their worst legacy to the present day." Overcrowding is comparable to that of London's East End.

The Times makes editorial recommendation that a "director of operations" in derelict areas should be appointed by government, directly responsible to the cabinet and with wide powers similar to our FERA administrator. His task would be "to restore the communal health; to assist, probably, in the introduction of minor industries as well as in the provision, at least, of useful occupations; and in preparing, physically and morally, those whose only hope of a career depends upon their removal elsewhere." It is probable that Parliament, which is now debating the unemployment bill, will have this suggestion definitely brought to its attention.

These articles have been made into a reprint, which can be secured for ten cents from The London Times office, 280 Broadway, New York City.

Transient Order

ON May 1 an order was issued by FER Administrator Hopkins which may profoundly affect the future of the program for the care of transients. In effect, this order decentralizes much of the responsibility in this field, placing it back upon state ERA shoulders. There will be no discontinuance of the earmarking of special FERA funds for transient care, but the administration of these funds will depend less upon the approval of the Federal Transient Division in the future.

"It is not my intention in any way to limit the leadership of the transient director," Mr. Hopkins said, "but rather to gear his work into the rest of the state program. The director of transient activities on the federal staff will be in a technical and advisory relationship to the state program. Orders regarding transients will go from me through the state relief administrator to the state transient director."

Observers who know the reluctance of many states to give the transients "a break" are concerned lest the new policy will set the whole program back into the dog-eat-dog realm from which it has so recently emerged.

Sundry Pamphlets

JUST published by the Russell Sage Foundation is Work Relief in Germany by Dr. Hertha Kraus, former director of public welfare in Cologne. It contains brief descriptions of various types of work relief and work-for-relief developed in Germany since the World War. The sections dealing with management of work centers, "shared work" with private industry, and work relief for transients and homeless, will prove of particular interest to American readers. Fifty cents from the Foundation.

A digest of the regulations issued by 18 state emergency relief administrations governing the payment of rent has been prepared by Mary Johnston of the Russell Sage Foundation staff. Twelve pages mimeographed. Ten cents from the Foundation.

Helping the Jobless Help Themselves by Joanna C. Colcord was published in Today for May 5. The manuscript was much abridged and changed in editing for publication. The complete manuscript, mimeographed, together with a short selected and annotated bibliography of books and articles on self-help, will be sent free on application to the Foundation.

Individualized Service for Transients by Robert S. Wilson may be had from the National Association of Travelers Aid Societies for fifty cents. It has become a best seller among "the transient crowd" since its issuance in March. Sound principles are presented for the guidance of interviewers and case workers in this highly specialized field.

Those wishing a concise review of relief developments during the past two years will find it in a Memorandum on a System of Federal, State and Local Unemployment Relief by Edith Rockwood as published in March 1934 by the National League of Women Voters, Washington, D. C. Miss Rockwood briefly summarizes the 1932 experience, devoting most of her space to developments under the FERA and to the immediate and long-range outlook. 14 pp. Price 15 cents.

The report of the AASW Committee on Current Relief Practices recently presented at the National Conference of Social Work at Kansas City (see The Survey, June, page 181), has been printed by the Association, and is available for 10 cents from its New York office, 130 East 22 Street.

HEALTH

Be Fair to the Fair

A YEAR ago this department felicitated travelers to the Chicago Century of Progress Exposition by remarking that Chicagoans were twice as safe in respect to health and accident as they had been forty years earlier at the time of the 1893 Columbian Exposition, when many dangers, especially typhoid, were rampant. Later came the wholly unexpected and unfortunate outbreak of amoebic dysentery in that city. There is comfort for this year's fair-goers in a statement issued by the US Public Health Service summarizing what is believed to be true about a too little known disease. There appears to be little evidence that cases originating in Chicago have led to any considerable spread of the disease in the communities to which the infected persons returned. Carriers do not appear to be so much of a menace as they were thought to be; indeed, there is not clear evidence that carriers, even among food-handlers, are an important source of infection. The measures advocated to health officers include calling the attention of physicians to the importance of recognizing and diagnosing dysentery and providing diagnostic facilities for them; requiring reporting of dysentery and its type; inaugurating educational measures among food-handlers, especially as to the importance for personal cleanliness; and eliminating all possible contamination of water supplies by cross-connections and similar sources, especially in hotels and public eating-places. Contamination of hotel water supplies was found to have been the leading means of spreading the disease in Chicago last summer.

Minneapolis' School Children

A MONTH'S observation of children in a hundred schools in Minneapolis disclosed only four schools in which there was evidence of increased malnutrition as compared with earlier surveys. Fourteen schools reported noticeable improvement over conditions a year and two years ago; in these schools a fair, if not large, percentage of children are from homes receiving public relief and hence possibly better food selection. Seventy-seven schools reported absence of noticeable malnutrition with an occasional case of undernourishment peculiar to the home and family rather than economic conditions. Dr. F. E. Harrington, commissioner of health and director of school hygiene, concludes that Minneapolis school children are slightly above the averages of the past two and three years in nutrition, adding, "There was one note apparent in many reports to the effect that the children are now beginning to show evidences of strain, manifest by what might commonly be called nervous irritability, although not showing lack of proper quantity or quality of food."

Century of Progress

DIGGING back to a classic report by Lemuel Shattuck on Vital Statistics of Boston, 1811–1839, the Statistical Bulletin of the Metropolitan Life Insurance Company contrasts security of life in that city in 1830 and 1930. The tempo of modern life often is blamed for high deathrates among adults, yet in the Boston of 1830, a thriving city of 60,000 still without the problems brought by immigration, congestion and industrialization, the deathrates of people in their twenties and thirties were treble the 1930 figure; the century's decline in deathrates for those between ages 20 and 50 has been even greater than that for children and adolescents. Not until age 60 and after were the good old days better than the present and for these older people the change has been slight. Tuberculosis was estimated to cause from one fourth to one seventh of all the deaths in the northern and middle states in 1830; in 1930 in Boston it caused one twentieth. Curiously enough, in spite of the hazards of the automobile and Machine Age, the deathrate from accidents was very nearly as high in 1830 as a century later, 71.7 per 100,000 in contrast to 74.4. An occupational hazard that is lessened is reflected in the records of death from drowning among the maritime Bostonians, in 1830, 28 per 100,000, and in 1930 only 5. During the hundred years the hypothetical average Bostonian has gained 17 years of life. He now has at birth a life expectancy of about 55 years in contrast to the 38 of 1830.

Child Health in a County

IN Birmingham, and Jefferson County, Alabama, as the result of a plan approved by the medical department of the schools, the Parent-Teacher Associations and the Department of Health, the Social Service Committee of the Medical Society maintains a worker in each of the organized health centers and clinics who helps to determine the eligibility of families for free medical care of their children. Families able to pay part of the usual fee are referred to private physicians with information as to the agreement; those able to pay all are likewise referred, and the others are treated without charge. Since the plan makes provision for care of all economic classes of patients, the Medical Society has asked its members to decline to participate in unorganized clinics and sporadic "baby days" which have not been previously sanctioned by the Committee on Social Service. "This is not to be construed as a failure of cooperation on the part of the doctors," writes Dr. John W. Simpson, associate medical director of the schools, in the health department bulletin, "but as a means, insistent perhaps, of sooner developing this country-wide and comprehensive plan for child and even adult care."

Vitamins and Rackets

BOTH the American Public Health Association and the British Ministry of Health have deprecated the haphazard adding of vitamins to commercial foodstuffs, believing that present scientific knowledge does not justify advertising claims or provide a reliable guide for action. In Maryland the Medical Milk Commission recently declined to take action on the application of a dairy to produce Vitamin D milk for certification by the Commission. The chairman, Dr. Allen W. Freeman, explained that the Commission "did not look at all kindly upon the suggestion." The Wisconsin Alumni Foundation, which holds the patents for the process of irradiation to give Vitamin D content, has declined commercial proposals to use it in lipsticks, soda water, chewing-gum and candy, among others.

Diagnosis at Moderate Rates

DURING its first two years the consultation service for patients of moderate means at Mt. Sinai Hospital, New York City, has served nearly 2000 persons referred by more than 1000 physicians. The service is limited to diagnosis and open only to single persons with incomes of not more than $2400, or members of families with family incomes not exceeding $4000. A flat fee of $35 is charged regardless of the amount of service required; a minimum of half of this goes to the medical staff. The hospital makes no profit, in fact, during this period incurred an average loss of $5.86 per patient. Such service as these patients received would have cost them at least $30 and the hospital at least another $30 if they had been obliged to take practically the only course previously open to people of moderate means—to enter a ward to obtain diagnosis; under those circumstances the medical staff would have received nothing. Reporting on the first two years' work in The

Journal of the American Medical Association, Dr. George Baehr concludes that the experiment has proved valuable to doctors, patients and hospital and that the service rarely has been abused by people trying unfairly to obtain this reduced rate. Quite the contrary appears from the fact that though considerably more patients were referred by their physicians in 1933 than in 1932, at least 25 percent of those referred were obliged to cancel their appointments because they could not pay even the $35 fee.

Parrot Fever

THIS spring's disastrous outbreak of psittacosis in Pittsburgh, recording some twenty cases and at least ten deaths, makes especially gratifying the announcement by Dr. Thomas M. Rivers of the Rockefeller Institute that progress has been made toward a protective vaccine. It is being used to protect research workers in medical laboratories, a number of whom already have sacrificed their lives in the effort to learn more of a little-known disease. In September 1932 a federal interstate quarantine was established against the unrestricted shipment of birds which transmit the disease (parrots, parrakeets, love birds, cockatoos, macaws and their kin) together with quarantine and isolation of all psittacine birds in California. Occurrence of human cases stopped abruptly from October till February 1933, only to start again in California in the latter month. All human cases recorded for 1933 outside California were traced to birds "bootlegged" from the state in violation of regulations of the State Department of Health. As a result of human cases from bootlegged birds Minnesota and Connecticut declared an absolute embargo on the importation of parrakeets in 1932, as also have Maine, Oregon and the Territory of Hawaii. The US Public Health Service, which has led the active campaign for control, announces that experiments show that chickens and other non-psittacine birds are susceptible to the disease and warns that it might become an economic as well as a public-health problem.

Public Health Laurels

FIRST places in the 1933 City Health Conservation Contest conducted jointly by the US Chamber of Commerce and the American Public Health Association have been awarded to the following cities in their various population classes: Baltimore, Md.; Rochester, N. Y.; Hartford, Conn.; Schenectady, N. Y.; Hackensack, N. J.; and Palo Alto, Calif. The sponsors of the contest believe that it has resulted in more complete and well-knit health work in the competing cities; 90 percent of those entering for two or more years have shown marked improvement in scores. Advances that the contest has helped to effect include increased interest in public health among laymen and doctors; increase in the percentage of young children immunized against diphtheria; improvement in milk supplies, particularly through tuberculin testing of cows and pasteurization of milk; and more general acceptance and practice of the principle of periodic health examinations for children and adults.

Special certificates of merit are awarded to Brookline, Mass.; Detroit, Mich.; Milwaukee, Wis.; New Haven, Conn.; and Syracuse, N. Y. These cities, which had won first place on two previous occasions, were withdrawn from competition with other cities in their respective population groups and placed in a special honor group. No distinction is made among them for this special recognition, which is given because of the continuance of their previous high standard of public-health work.

"ELECTRIC EYES" protect human eyes in Uncle Sam's new post-office at High Point, N. C., by opening and closing shutters on a skylight automatically in accord with weather conditions outside.

PENNSYLVANIA has amended its milk-control law, striking out the words, "for human consumption," in the original legislation. It had been discovered that what was sold as "cat and dog milk" was finding its way down human throats without being under any legal control of sanitary standards.

MARYLAND has recently announced the enviable achievement of a fulltime county health officer in each of the twenty-three counties in the state, believed to be a unique position and the result of a campaign through a number of years. Delaware's three counties are similarly organized but financed by the state.

AT THE CLOSE of the first full quarter-year following the end of national prohibition, the Metropolitan Life Insurance Company found the alcoholism deathrate precisely the same as in the similar period of 1933. Among white policyholders it had declined to a degree just counterbalanced by a rise among Negro policyholders.

DR. S. S. GOLDWATER, New York City commissioner of hospitals, has established the criterion for free care in the public hospitals as an income of less than $20 a week for a married couple with an additional $5 a week for each child. A member of a family of five thus is eligible if family income does not exceed $35 a week. Dr. Goldwater points out that this definition is intended to apply only to the metropolitan area. It is not to be applied arbitrarily, moreover, but with consideration of such factors as the kind and duration of illness, family resources and obligations, and the like.

ALARM at the continuing rise in new admissions to mental hospitals must be tempered with the realization that much of it is due to readier recognition of mental illness and greater confidence in mental hospitals, Dr. Lawson G. Lowrey recently pointed out, speaking for the Mental Hygiene Section of the New York City Welfare Council. The insecurity depression of depression doubtless has occasioned some new mental illnesses but the sharp increase from 76.6 to 84.7 per 100,000 population recorded by New York State hospitals during the past four years must be considered chiefly as a register of economic inability to care for patients at home and increased trust in public provision.

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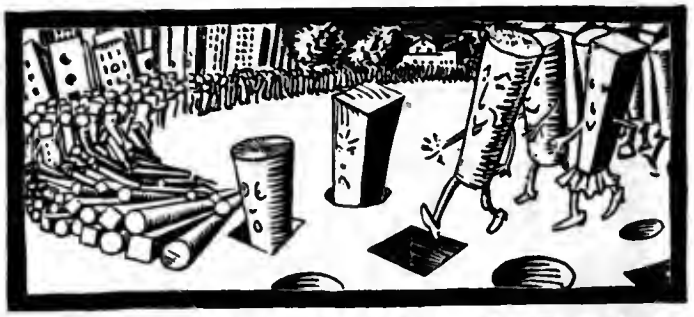


SOCIAL PRACTICE

Boston Faces Reality

"THE situation is serious. It is extremely unlikely that enough money can be raised to continue the present system. It is not a question of what is ideally desirable, but of what can be done practically."

Thus warned by James W. Farley, chairman of the 1934 Citizens' Emergency Committee which up to March 26 had raised $2,702,213 for 110 Boston social agencies, these agencies have agreed on another joint campaign, similar to the last one, and have accepted Mr. Farley's advice that it be preceded by "every possible consolidation and economy, the elimination of unnecessary or duplicated services . . . and a strong report from authoritative sources that the resulting structure is the best feasible."

A study of Boston's social services will be undertaken immediately, sponsored by a committee representing the Council of Social Agencies, the Hospital Superintendents' Club and the Citizens' Emergency Committee. It will probably be part self-study by the agencies concerned and part an objective analysis by social-work authorities not of Boston.

Housing Management

ALTHOUGH decent low-cost housing is still in the twilight zone of reality the management of such housing, when and if it is achieved, is occasioning much discussion. As a timely contribution to that discussion the Fred L. Lavenburg Foundation has just published (free) an account of the principles, practices and experiences developed in its six-year operation of the Lavenburg Homes, 124 Goerck Street, New York, with their 113 apartments under the management of Abraham Goldfeld. The building is described and the method of selecting families—with children preferred—and of checking their financial and living standards is detailed as are also the methods by which rents, during the depression, have been adjusted to tenants' ability to pay and the means by which the management has encouraged communal social and educational activities.

Out of its experience the Foundation has learned that families with extremely low incomes are as ready as anyone else to accommodate themselves to decent living conditions if they can once attain them, but that:

> A building, no matter how sanitary, modern and convenient, is not the whole solution to the housing problem. It is only the first step, the necessary physical basis for the solution. Equally important is the structure of communal life that is built in and around it. Responsibility for both aspects of the job lies inescapably with the management.

Youth Without Work

THE third and last section of the report on the enquiry in fourteen countries on the effects of unemployment on children and young people, begun last year by the Save the Children International Union, has now been published. It covers conditions in Bulgaria, Esthonia, Finland, France, Hungary, Norway and Sweden, with special discussions of the influence of unemployment on delinquency and on prostitution among the young. The first part of the enquiry covered Germany, Belgium, Switzerland and the United States; the second, Austria, Great Britain and Poland. Single parts, 50 cents each; bound together in one volume, $1.75 from the International Save the Children Fund of America, 156 Fifth Avenue, New York.

These reports have brought together a great variety of data, frankly not scientific, but representing the studied conclusions of qualified observers. Conditions in the various countries differ too widely to permit of generalizations on the effect of unemployment on health or school work, but all the reports, without exception, emphasize the harm done to children in every country by the home atmosphere created by unemployment and the inability of parents to provide for their children's needs. Another effect, evident everywhere, is the demoralization of the young person under unemployment:

> The minority revolt, the majority . . . drift into a condition of lethargy and slowly degenerate. . . . The one means of defense is work in some form or other, preferably voluntary, compulsory if no other way is possible. . . . But such a measure is of little use unless it can be applied before deterioration sets in—in a word it must be applied to the school-leaver.

Preparation for Giving

THE Denver Community Chest is overhauling its publicity methods as the result of an inquiry among 200 run-of-the-mill citizens conducted by an advertising agency in the manner of a market survey. The purpose of the inquiry was to discover what these citizens, divided between givers and non-givers, thought of the chest and how much they knew about it. Scoring was on a schedule of what constituted 100 percent knowledge and understanding.

The givers, who had an average age of sixty-three, scored 97 percent, but whether this high record was due to their ripe age or to their experience in giving Olga Edith Gunkle, assistant director of the chest, does not surmise. Some 94 percent of this group admitted to reading newspaper articles about the chest and 73 percent to listening to its broadcasts. Ninety-five percent were convinced that the chest is an effective and economical way to finance social work.

The non-givers, young things averaging thirty-five years, were of another mind. Only 9 percent approved of the chest system, only 25 percent knew who was its president and only 3 percent had ever heard of its executive secretary. From this group cropped up all the old catchwords of criticism,—hard-boiled social workers, red-tape, overhead and so on.

It is toward the non-givers that Miss Gunkle and her associates are directing their new publicity arrows, though the result of the inquiry might be taken to indicate that giving is the best preparation for understanding and an important first step in receptivity to publicity.

Relief in New York

INCH by inch the effort to improve relief administration in New York is progressing though the very size of the problem, with new applications in June averaging some 1700 daily, makes it a never-ending struggle. Rents are now paid as a matter of policy and evictions of home-relief families have ceased. Cash relief in place of grocery orders went into limited operation early in May. The "paper work" involved in the change, the intricacies of financial accounting, the methods of identification and so on, occasioned many delays unanticipated when the legislature authorized the new procedure. To make information on resources more readily available the Department of Public Welfare has set up a bureau of information with seven branch offices through the city, manned by trained personnel able to answer inquiries about welfare and relief services, public and private, and the laws, regulations and procedures under which they operate. An appeal board to which persons denied relief may take their cases is another innovation.

In an effort to find a solution for the stubborn problem of the care of homeless resident men the Department of Public Welfare has

taken over from the Department of Correction the 500-acre country institution known as Greycourt and is rapidly turning it into a farm colony for men able and willing to work who have accepted this release from the mass misery of the Municipal Lodging House and similar shelters. More than 700 men are already at Greycourt with 300 more to follow. They have set up their own services, barbering, cobbling, tailoring and so on, organized their own work and recreation and elected their own disciplinary officers.

Talking Books

THE Library of Congress will "stock" talking books to lend to the blind without cost just as soon as present experimentation in quantity production is successful. The American Foundation for the Blind hopes to have a dozen or more books ready by the end of the summer, but the process is still too expensive to permit large distribution. It now costs about $1200 to make a talking book as against $12 to $30 a volume for Braille or other dot systems. The books are recorded on twelve-inch discs which play for eighteen minutes to a side. Each disc carries two or three chapters, and the records for a whole book of ordinary length weigh less than a pound.

Meantime the Foundation, after much experimentation, is ready to supply a small, inexpensive reproducing machine and is hoping that a generous public will make it possible to supply them to the blind who are unable to purchase them for themselves. The talking books are, it is said, an especial boon to those blind—some three-fourths of the blind population—who because of age, defective sense of touch or lack of opportunity are unable to learn Braille.

Rationed Reading for Prisoners

TWO books a week is the reading allowance of the Wisconsin State Prison. The fact that an average of 3000 books a week are drawn from the library of Waupun Prison by the 1700 prisoners tells its own story. To the library methods employed by Chester Allen, director of prison education, and John Faville, Jr., resident educational supervisor, is attributed the growing interest of prisoners in reading. Choices are made from a catalog which, by means of a brief review, indicates the subject matter of each book. Lists of correlated reading on selected subjects have been found to stimulate consecutive interest. A large supply of fiction of action and romance is always on hand and of course some men never graduate from it. But many of the more intelligent become saturated with thrillers and move on to adventure, biography, history and often to works of the first literary and philosophic rank.

A Study Goes On

STARTED as a CWA project, the nation-wide survey of the hard of hearing, undertaken earlier in the year by the Office of Education of the Department of the Interior, is, happily, being carried to completion. The survey aims to discover the extent of serious hearing deficiency among adults as well as among children, and to determine the occupations in which defective hearing imposes the least handicap, and the kinds of vocational training which best prepares the hard of hearing for gainful employment. State schools for the deaf are cooperating in the study which will, it is believed, have much practical value in shaping their future educational programs.

A Significant Start

THE Atlanta School of Social Work has been designated by the FERA as a training base for employed Negro case workers selected from the staffs of various southern state relief administrations. The first group from North Carolina, Louisiana and Georgia are now in residence. The FERA provides maintenance, tuition, salary and transportation. This course is set up independently of the regular summer-school in which the Atlanta School of Social Work participates jointly with Atlanta University and five other local Negro colleges.

The courses, directed by Forester B. Washington, are conducted by the regular faculty of the school with supervisors of field work provided from nationally accredited social agencies and paid by the FERA. This is not an institute or a summer-school but a significant experiment which may be a beginning in a program for training workers for the FERA. The school gives credit toward its regular diploma for all courses taken since the FERA is sending only those workers who meet regular entrance requirements.

Regional Welfare Conferences

THE American Public Welfare Association has undertaken a series of regional conferences "to discuss relief legislation and administration, emergency relief and a continuing program, and the revision of welfare laws and administration." Mayors, city managers, legislators, finance officers and social workers have been invited to sit in on discussions of the need for integration of the emergency program with the permanent welfare functions of government. The fact that forty-three state legislatures will meet in regular session in 1935 makes these conferences particularly timely just now.

THE North Carolina Negro in the Recovery Program was the theme of the ninth annual Public Welfare Institute held recently at St. Augustine's College, Raleigh, by the State Board of Charities and Public Welfare in cooperation with the State Emergency Relief Administration.

THE New York State Department of Social Welfare, State Office Building, Albany, has revised its Compilation of Settlement Laws in the United States as of April 1934, and offers it (34 pages), free of charge to public and private social agencies within New York state. Five cents in stamps to all others.

Two recent reprints on timely subjects from The Social Service Review are available from the authors. They are: Abolish the Pauper Laws, by Edith Abbott, University of Chicago and Relationships between Public and Private Agencies for the Care of Dependent and Neglected Children by Emil Frankel, State Department of Institutions and Agencies, Trenton, N. J. Better enclose postage with requests.

AN up-to-date bibliography of unemployment and relief documents, compiled by the document section of the University of Chicago Libraries, is published for the American Public Welfare Association by The Public Administration Service, 850 East 58 Street, Chicago (35 cents). The bibliography, primarily official government publications and special research reports, begins with 1929 and comes up to May 1, 1934.

BECAUSE social workers have many contacts with courts and court procedures without much actual knowledge of the limitations under which they operate, the New Jersey Conference of Social Work, 21 Fulton Street, Newark, has provided its members (25 cents to others), with a pamphlet outline of the judicial system of the state, with a chart and brief explanations of the special functions and interrelationships of the various courts, high and low.

CATS constitute the major problem of the New York SPCA. Of the 32,446 dogs and cats it "took up" on New York streets last year it was able to place-out 4652 dogs and only 196 cats. Four times as many cats as dogs were "put away," the total coming to more than half a million. Among the society's less routine activities were prosecutions for putting a turkey on roller skates, failure to restrain a monkey, tantalizing a raccoon, and failure to safeguard the public from a lion. Just routine were 9066 "nosebags adjusted and removed."

EDUCATION

Negro Schools

THE present status of Negro education in this country, the need for community cooperation in organizing, administering and financing Negro schools and colleges were the chief centers of discussion at the National Negro Education Conference in Washington in May. The conference was sponsored by the US Office of Education, and was in charge of fifteen committees, headed by specialists in each field. The immediate aims of the conference were "to study certain fundamental problems which are peculiar to the education of Negroes," and "to focus the attention of thoughtful people on the educational issues involved in the development of a biracial culture." It was brought out at the conference that, while the 14 southern states are spending more for schools, in proportion to capital wealth, than other sections, it would require more than $400 million additional annual expenditure to bring their outlays for education up to the national average. An additional $40 million expenditure would be necessary to bring outlays for the education of Negro children up to the average for white children in these states. The need for greater attention to adult education for Negroes was stressed; also for closer cooperation between Negro schools "of all grades and kinds." As background material, the conference used the reports of the 15 committees, and also a new study recently published by the US Office of Education, A Background Study of Negro College Students (Superintendent of Documents, Washington. Price 10 cents.) The study covers "background factors and psychological scores" of 1880 Negro freshmen in 33 colleges. It seeks to define the special needs of Negro students and to evaluate the educational process in the light of these needs.

County Planning

WHAT a guidance program for rural young people should include, and what it would mean to country boys and girls and to the community, is set forth in the findings of the conference of the Southern Women's Educational Alliance in Washington, now available in mimeographed form (401 Grace-American Building, Richmond, Va.) The report, stated in terms of a specific program for a southern rural county, consolidates four group reports answering these questions: What study and adjustment of the young person in rural areas is feasible now? What can we say to rural young people now about occupational opportunity? How can the government's junior placement service be used most helpfully in rural areas? What can be done by way of social planning for the rural county? The program, as worked out, turns on the organization of a county planning committee to coordinate local educational and guidance efforts. One important function of this committee would be a county survey and the development of a "master plan" which would "take account of the needs and resources (natural and human) of the county," and outline "a variety of activities and projects contributing to the general purposes of the movement." The scheme includes also an Opportunity School for young people in their late teens and early twenties, where "instruction and cultural activities" would be combined with work projects "the results of which will provide sound training for the young person in some craft, occupation or profession in which he or she is interested."

The Use of Radio

MEETING to discuss the use of radio as a cultural agency in a democracy, a group of educators and civic leaders called together in Washington last month by the National Committee on Education by Radio drew up a series of "fundamental principles which should underlie American radio policy." These principles, available in pamphlet form from the committee, 1201 16 Street NW, Washington, are, by vote of the conference, to be laid before the President with a recommendation for early action. The conference urges that opportunity should be given for a "genuine expression of listeners' choice" as to program material. It also stresses the need for discussion of "live, controversial issues of general public concern," urging that such use of the radio should not be denied "because offensive to powerful advertisers or other groups." The conference recommends a series of adequate and impartial studies to include:

an appraisal of the actual and potential cultural values of broadcasting; the effective means for the protection of the rights of children, of minority groups, of amateur radio activities, and of the sovereignty of individual states; the public services rendered by broadcasting systems of other nations; international relationships in broadcasting.

The tenth of the notable Public Policy Pamphlets, published by the University of Chicago Press (price 10 cents) discusses the Control of Radio. The author, Jerome G. Kerwin, questions whether there is any reality in radio freedom of speech today "when the system of communication is closely held, mainly for commercial purposes." He holds that a new radio policy for this country must "aim at the restriction or elimination of commercialism," arguing that greater control must be lodged in the federal authorities to exercise

New Pamphlets

REGIONAL SURVEYS OF ADULT EDUCATION, *by Jacques Ozanne. American Association for Adult Education, 60 East 42 Street, New York. 48 pp. Price, 60 cents.*

"AN attempt to summarize the objectives and methods of twenty-seven regional surveys, all made in the interests of adult education and all undertaken within the last seven years."

RETIREMENT PLANS FOR COLLEGE FACULTIES, *by Rainard B. Robbins, Teachers Insurance and Annuity Association of America. 522 Fifth Avenue, New York.*

A SUMMARY of what colleges and universities in this country and Canada are now doing to meet the retirement problem, with a discussion of some questions raised by experience with different types of provision.

THE FUTURE OF RADIO AND EDUCATIONAL BROADCASTING, *by Levering Tyson and Judith Waller. University of Chicago Press, Chicago. Price, 25 cents.*

PREPRINTED from the annual proceedings of the Institute on Education by Radio, these two papers review what has been accomplished in the field of educational broadcasting in the last five years "and what the trends for the immediate and more remote future seem to be."

BROADCASTING ABROAD, *compiled by the Union Internationale de Radio-Diffusion, Geneva. University of Chicago Press, Chicago. Price 50 cents.*

A revision of a popular pamphlet first published in 1932.

ORDER ON THE AIR, *by James Rorty. John Day Pamphlet No. 44. John Day Company, 386 Fourth Avenue, New York. Price 25 cents.*

AN authority on advertising, author of the popular Our Master's Voice, analyzes the "American system" of privately owned and operated broadcasting, the types of censorship which have been developed, and the means used to keep minority groups off the air.

discriminating severity, adequate regulation and to provide some yardstick of measurement to keep the public constantly aware of the best that is possible in broadcasting.

Jobs for Graduates

IMPROVEMENT in the job outlook for college graduates is indicated by reports from campus personnel officers and editors. How the depression has affected college enrollment is reported by School Life, official publication of the US Office of Education. During the last school year, 70,000 college students were aided by FERA funds. With an increase of 40 percent in the number of highschool graduates in the last two years, college enrollment this year was 250,000 under the pre-depression figure. Graduate enrollment, however, has increased enormously—from 47,255 in 1929–30 to 78,120. It is estimated that 160,000 college students graduated last month. College placement bureaus, notably those of Yale and Columbia, report that more representatives of business firms have come to the campus to interview job candidates this year than for the past three or four years. At the same time, there is less pressure from "old grads" for help in finding jobs. As quoted in The Literary Digest, the editor of The Harvard Crimson reports that "teaching prospects for graduates are still as bad as ever." The editor of the University of Wisconsin Daily states, "Faculty members here report an increased demand for graduates in all fields except education." And at the University of Washington, "Prospects for jobs are more promising than in past three years. . . . Graduate unemployment shows a decrease of 50 percent over last year." A writer in Child Study went to undergraduates in 13 colleges to find out, "What does the world look like to college graduates of 1934?" The replies quoted indicate a concentration of attention on where to get a job and how, and no little pessimism and bewilderment.

The New Deal on the Campus

IN RESPONSE to widespread interest in the recovery program and how it functions, Ohio State University announces a 1934 version of a current events class as part of its summer-school curriculum. The new course is called a survey of the New Deal, and is open only to graduate students. Carrying two academic credits, the course will consist of two one-hour weekly lectures and a two-hour seminar each week. Topics to be considered include the philosophy of the New Deal, the background of the New Deal, the agricultural program, the monetary problem, the distribution of income, CWA and PWA, legal, educational, international aspects of the New Deal. The lecture committee has prepared a syllabus and a list of readings. The lectures will be given by leading members of the university faculty, each an authority in his field.

Books Needed

MEAGER library resources in rural districts, especially the need for children's books, are revealed in a nation-wide study of rural-school library services and practices made by Edith A. Lathrop of the US Office of Education, in cooperation with the Carnegie Corporation and the American Library Association. The survey covered forty-two states, and included visits to 364 rural schools and to fifty-five county libraries in twenty-four states. Books too old and ragged for use, obsolete books, and volumes "unfitted to the ages of the children who use them" or of questionable literary value were found in many school libraries.

The worst example noted was that of a junior-senior highschool library containing about 2200 books, approximately 1500 of which were bound volumes of old reports issued by the various departments of the national government.

In another community,

Thirty of the 54 books in the library of one school were Iowa Official Registers; poetry was not of the type to interest children; too many books were of the Alger, Elsie, Winfield, Henty and Lena Rivers type.

The study underscores the need for demonstrations and experiments by state supervisors of school libraries, courses in library technique in teacher-training institutions, and the circulation of books through the offices of county superintendents where there is no county library service. It also emphasizes "the willingness of the Foundations to cooperate with school and library leaders in subsidizing activities that will improve library facilities for schools."

Adult Educators Confer

EDUCATORS of adults are willing to take grown people where they find them and go forward with them in the directions they choose to go. This is one of the outstanding conclusions to emerge from the ninth annual meeting of the American Association for Adult Education, held in Washington in late May in conjunction with a conference of state superintendents and state directors of emergency educational programs called by government officials. Another was that these men and women, most of them working daily or nightly with adult learners, still believe in democracy (see The Survey, June, page 205). The refusal to deny "the right to make all movements understood," or to "translate such understanding into action, political or economic or social," was evidently acceptable to most of those present. This stand is important because of the fact that adult education has been seized upon as a likely instrument by several groups which have decided that a new world must be made at once and are sure they know what kind of a world it is going to be. Whether these active propagandists are right or wrong, they were not in evidence at the Washington meeting.

The delegates were not lacking in opinion however. They evinced a lively and even indignant concern over the radio and wanted more government influence toward better programs; they wanted less exploitation of an eager public by unscrupulous lecture bureaus; they demanded readable books on current social and economic problems; but they listened more eagerly to practical suggestions than to discussion of theory and purpose.

The report of the Director showed that the Carnegie Corporation has appropriated for adult-education purposes in the six months ending March 31, 1934, a total of $278,000 to be spent through the American Association for Adult Education.

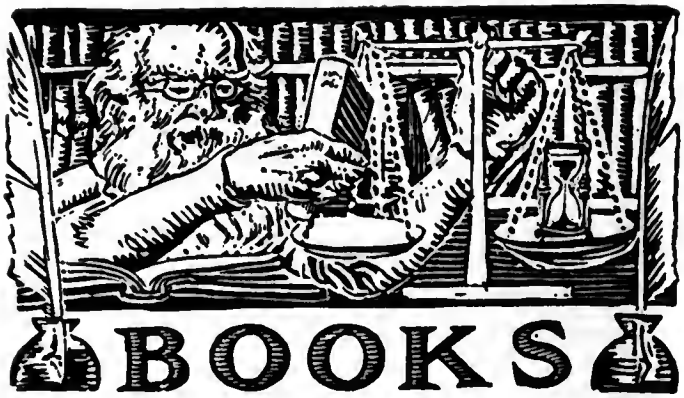
A HANDBOOK for leaders of parent-education groups has been prepared by the National Council of Parent Education and the US Office of Education for use in emergency education programs. This admirable booklet is equally well adapted to leaders of Parent-Teacher and similar educational groups.

WITH increasing interest and effort in the field of adult education in this country, the International Council of Religious Education (203 North Wabash Avenue, Chicago) offers a useful Directory of Agencies Working With and For Adults. It lists and describes briefly more than 125 organizations, local and national. (Price 50 cents.)

THE Ashland Folk School, "a cooperative experience in living and learning" modelled on the Danish adult schools, will hold its seventh session near Grant, Michigan, July 30–September 3. The program includes "group discussion on important current problems and life questions."

TYPICAL of the effect of the depression on public libraries is the closing in New York City of ten of the eleven sub-branches in three boroughs during June, July and August as an economy measure. The reduction of library service, it is pointed out, comes in a season of increasing demand by the reading public.

A FRESHMAN claiming conscientious religious objections to compulsory military training has been dismissed from the University of Missouri for "inattention to military duties." A student petition, vigorously protesting the young man's dismissal and urging his reinstatement, was circulated on the campus. It is reported to have had more than a thousand signatures. No further action on the case has been taken by the university authorities.



Steel Workers

LABOR AND STEEL, *by Horace B. Davis. International Publishers. 304 pp. Price $2 postpaid of The Survey.*

LABOR and Steel, by Horace Davis, is an attempt "to give a new perspective on the industry from the steel-workers' point of view." It is, above everything else, an attack upon the labor policies of the leading companies and in the main it is well documented. Most of the facts set forth as characteristic of the industry down to a decade ago are available elsewhere. Nevertheless it is a service to bring this material into the confines of a single book. An industry like steel should have a new book written about its labor policies every ten years.

Mr. Davis does a good job in pointing out that steel is not a high-wage industry. He reminds us of its particularly black history with respect to long hours and makes it clear that the great reduction in twelve-hour positions in 1923 did not mean the adoption of a three-shift, eight-hour regime. Rather it meant some increase in the eight-hour positions and a heavy increase in the number of men working nine, ten and eleven hours. At the same time, the practice of seven-day labor was increased and the result was that up to the time of the adoption of the Steel Code in August 1933 the industry was still a long-hour industry.

The chapter on The Feudal Domain of Steel adds essential elements to the picture of what the Interchurch World Movement called a "no-conference industry."

So much of the book indicates careful research that occasional lapses are the more regrettable. For some curious reason Mr. Davis seems to think that speed-up is a recent development and refers to the "relatively slow pace" of the industry in the past! He writes that "even before 1930 they [the "steel bosses"] had begun to bear down on labor." In his opinion these facts, together with the growth of the seven-day week, the intensified policy of repressing labor organizations and the development of the spy system, made other studies out of date and required a new survey of the field. All of the previous studies are, of course, out of date, but all of the above subjects were discussed in detail more than twenty years ago both by the US commissioner of labor and by the Pittsburgh Survey.

Mr. Davis attacks Commons and Leiserson for stating (Wage-earning Pittsburgh; Pittsburgh Survey, p. 119) that it was the policy of the US Steel Corporation to "standardize pay for unskilled labor, and hold to it in good times and bad." This statement, he says, "was not true as a general proposition even at the time it was made." The statement was first published in 1909 when the Steel Corporation was eight years old. In those eight years, according to a table published by Mr. Davis on the preceding page, the common labor rate in Steel Corporation mills had been cut only once, 1904. The same table shows that the next cut came in 1921, twelve years after the Commons-Leiserson statement was written.

Mr. Davis tends to condemn the steel companies for their policies and to find sinister motives when they adopt better ones. He truly states that steel is a dangerous industry. Since he is an honest man he prints a table showing that the accident rate in iron and steel mills has declined 65 percent in twenty-three years. But to him this result of the safety work merely "constitutes a terrible indictment of conditions prevailing in the earlier period." Moreover, they do it only because it pays. Playgrounds and sanitary measures in Alabama mining-towns are mentioned with scorn because US Steel calls that "welfare work" but the same corporation is condemned for failure to provide adequate housing and a bathing-beach at Gary.

And yet, at other points the author exercises a restraint that rather understates conditions. Much more could be made, for example, of the evils of company-employed police and of the methods of opposing trade unionism. Of the deadening effect of repression and the spy system in the mill towns, he has practically nothing to say.

JOHN A. FITCH
New York School of Social Work

Sociology and the New Deal

GENERAL SOCIOLOGY, *by Henry Pratt Fairchild. John Wiley and Sons. 634 pp. Price $3.75 postpaid of The Survey.*

ORDINARILY general surveys of sociology have been prone to cover too wide a range of subject-matter or to overemphasize aspects of the subject hitherto neglected. General Sociology skillfully avoids these obstructions to clarity in limiting its basic data to "acts whereby the individual is brought into relations with another individual or a group as a result of his pursuit of some interest . . . " (p. 149). The twenty-six chapters may be divided into four main sections: the first deals with groups, origins, forces, and interests; the second, with social control and the agencies through which it is effected; the third, with social change; and the fourth, with problems and the tasks of social engineering. Dr. Fairchild has presented a carefully planned and brilliant analysis of basic social phenomena. The book is well organized, clearly written, and interestingly illustrated. One of its most significant contributions is the statement concerning the nature and origin of major sociological problems and their associated processes. A challenging survey of current issues is given—problems of social control, population, competitive private profit, and laissez faire, which makes it one of the first sociological contributions to the New Deal literature. Here the writer exposes himself to criticism, although he carefully avoids the usual dogmas of social reform. To sociologists the chief limitations of the book will be the inadequate treatment of certain topics, the author's wholesome disregard for accepted procedures of sociological textbook writing, the omission of specific description of sociological methods, and the disproportionate space allotted to economic factors and population. Dr. Fairchild writes as if he enjoyed it which is a unique characteristic in sociological literature and one of the outstanding merits of the book.

University of Pittsburgh HAROLD A. PHELPS

C_2H_5OH

ALCOHOL—ITS EFFECTS ON MAN, *by Haven Emerson, M.D. Appleton-Century. 113 pp. Price $1 postpaid of The Survey.*

THE teaching of the effects of alcohol and other narcotics in public schools is required by practically all of the states and Dr. Emerson's book, as announced in the preface, has been written to provide school teachers and highschool and college students with the facts regarding the effects of alcohol on man. The book contains twenty-seven short chapters in which practically all phases of alcohol action are discussed. The author has written without bias and presents only facts which are accepted by those having real knowledge of the subject.

Of special importance are the chapters on the effects of alcohol on the brain and nerves, on the special senses and on alcohol in relation to syphilis and gonorrhea. In the first two of these the author points out the effects of alcohol even in small amounts in lessening the individual's proper functioning of the faculties of judgment and self-control, and in delaying the muscular response and coordination necessary for meeting emergencies. It is this effect which is so important to automobile drivers and to those whose reactions may involve the safety of others. The other chapter makes clear the role alcohol plays in the spread of venereal diseases.

Alcohol, as Dr. Emerson points out, has a very limited use in modern medical practice. Its importance lies chiefly in its social aspects. That drinking for conviviality by the young, particularly of hard liquor, creates a very artificial and questionable form of pleasure, and that it is always attended by danger, is agreed on by all, and this matter might perhaps have been more fully discussed. That moderate social drinking among adults is equally uncalled for is a debatable subject and the author is wise in avoiding any dogmatic statements concerning it.

Dr. Emerson has written in a clear, concise manner and in language simple enough to be readily understood by highschool students. It is refreshing to read a book on alcohol which is a simple statement of accepted facts and not a jumble of misstatements written without critical judgment. The book serves its purpose admirably and should also be useful to those who desire a short authoritative review of this much discussed subject. GEORGE B. WALLACE, M.D.
University and Bellevue Hospital Medical College, New York

The Universality of Mental Hygiene

MENTAL HYGIENE AND THE COMMUNITY, *by Clara Bassett. Macmillan. 394 pp. Price $3.50 postpaid of The Survey.*

FOR a long time those engaged in this field have been pointing out that mental hygiene touches at some point virtually every one of the major scientific disciplines in the community. No longer —if ever—does the psychiatrist and the psychiatric social worker believe that mental hygiene activities can be successfully carried out within the four walls of the clinic, or by the technical staff unassisted by other community resources. Now comes Miss Bassett's book to support this view. And support it she does, with a facile and informative pen which illustrates in striking fashion how widely the mental hygiene point of view has already permeated the philosophies and thinking of a number of the more important groups in the community dealing with one aspect or another of human relationships.

In a series of twelve chapters she looks at medicine, social service agencies, education, the law, religion, industry and others, and shows first the extent to which these arts and sciences are making use of mental hygiene, and secondly she suggests for each group a program for incorporating more of it into their routine work. Each of these chapters is handled in a highly interesting manner, but to this reviewer the palm goes to the ones entitled, Education and Teacher Training and Delinquency and the Law.

Here is a book we have all been waiting for. It will be found helpful to anyone who desires to learn *why* mental hygienists believe that theirs is a problem for the whole community, as well as the extent to which its sensitizing process has already gone. It should find an especially strategic use for the education of members of boards of various organizations which may be toying with the idea of incorporating mental hygiene into their activities. For such, it is wholly lacking in resistance-arousing arguments and is constructively informative. Miss Bassett has done a splendid job and everyone whose professional work impinges against any facet of human relationships is in her debt. GEORGE K. PRATT, M.D.
New York City

The Negro in North Carolina

NEGRO CHILD WELFARE IN NORTH CAROLINA, *by Wiley B. Sanders. Univ. of North Carolina Press. 326 pp. Price $1 cloth, 50 cents paper, postpaid of The Survey.*

THIS is primarily a report of what transpired in North Carolina as the result of an initial grant from the Rosenwald Fund financing a division of work among Negroes in the State Department of Charities and Public Welfare. Started in 1925, this Department under the competent and tactful leadership of Lawrence A. Oxley has achieved a complete reconstruction of the basic official attitude toward Negro delinquency and dependency with the net result of twenty-five regularly employed Negro social-service workers under state and municipal auspices, and the acceptance of the budget of the Negro division as a regular part of the state welfare organization. This is a major achievement,

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worthy of imitation in all states and districts where there is a considerable number of Negroes living under the economic, social and educational handicaps so common in such communities. This must be the main purpose of the present publication of so much detailed and otherwise quite local materials, recommendations and statistics, even down to the otherwise uninformative statement that "a study of the race attitudes of the county officials in thirty-seven counties proved most enlightening, but it was felt by a number of the influential leaders in educational and public-welfare work that it would serve no useful purpose to publish the results, and might lead to misunderstanding and criticism." To have made headway against such obvious handicaps, to have organized systematic and objective inspection of state institutions for the care of Negro delinquents, to have introduced fair and reasonably accurate statistical analysis and the case method in the study of a southern Negro field is a practical enterprise worthy of public attention and praise, even though no new or startling scientific information jumps out at us from the volume.

Howard University ALAIN LOCKE

Self-Mastery

HYGIENE OF THE MIND, *by Baron Ernst von Feuchtersleben, translated from the German by F. C. Sumner, introduction by Esther Loring Richards. Macmillan. 149 pp. Price $1.25 postpaid of The Survey.*

FINDING the old in the new and recognizing the new in the old constitutes a most pleasurable activity. Dr. Sumner has performed a distinct service in translating this hundred-year-old book which merits a wide reading. One learns that one can discuss mental activities in terms of soul and phenomenology without being caught up in the technical terms of our various psychological schools.

That the proper study of mankind is man becomes evident in the comments of a physician who sought to interpret man by observation and by meditation. He found the balance of human action is self-mastery, objectivity, with courage, joy and hope as guides. He sensed the human organism as an integration of forces in which currents of conscious and of unconscious nature are fused. Man's activity is deemed social and moral, and involving the interaction of man and his environment.

Many paragraphs suggest phases of modern psychology, psychopathology and psychotherapeutics. The ego and the id are recognized under other names, as are the social image of Trigant Burrow, and Mrs. Eddy's doctrine of negation. Concious and unconscious, intelligence, imagination, motivation and goal, habits, bodily and psychic, are all merged in his concepts of human activity.

Mental hygiene is conceived as the effort to foster and promote morality and involves a study of the power of the man in his relation to the warding off of disease. There is constant recognition of the inner satisfaction that mental and physical efforts yield in pursuit of one goal, namely, the goal of self-completion and attitudes of happiness. The vibrant message is that life is dynamic and self-mastery "becomes the grand, eternal doctrine which life, duty and the hygiene of the mind preach to man." IRA S. WILE, M.D.

New York City

A Notable Case-Work Text

SOCIAL CASE WORK: AN OUTLINE FOR TEACHING, *by a committee of the New York School of Social Work. Edited by Mary Antoinette Cannon and Philip Klein. Columbia University Press. 626 pp. Price $5 postpaid of The Survey.*

SELDOM is a professional book notable for both its content and the method of its origin. Social Case Work, however, clarifies the substance of case-work thinking at a time when rapidly changing practice requires a certain perspective. Furthermore the material which the editors have given from the discussions of a faculty committee of the New York School of Social Work represents a valuable contribution to the experiments in group thinking.

Those who seek fresh evidence of the possibilities of "cooperative exploration" will find it here. From a list of 350 items which came to mind as the material of social case work, the committee decided upon five major divisions as a sorting device for evolving their ideas. For more than two years the discussions of the group centered about the development of these categories, namely the Era of Social Case Work, Technical Methods, Social Resources, Philosophical Questions and Formulated Knowledge Used in Social Case Work. Several methods were used in formulating this syllabus; "thumb-nail" sketches of values involved and choices possible under the Philosophical Questions; listing of subjects under Knoweldge Used by one member of the group; for the rest a careful examination of each item. As a tentative outline, whose very presentation holds the danger of crystallization, it is intended to "facilitate discussion, the adjustment of the curriculum, the planning of courses and the analysis of case record material."

The analysis of the five case records according to the Syllabus material has the greatest value for case workers and teachers of case work. The records, from the family, medical-social, child-placing and psychiatric case-work fields, have been annotated by the instructors who used them in their classes in generic social case work. One is again impressed by the flexibility in method of presentation, the frank discussion of limitations as well as positive values in these particular client-case worker community relationships, the presentation of the case worker's role, and the illuminating wealth of discussion material suggested. The case-work teacher has at last an opportunity of studying the methods of teaching as others have developed them. In addition two courses, one in the content of case work and one in interviewing, are reviewed at some length to show class assignments and discussion as they too draw upon the Syllabus.

Since Social Case Work is so full of material to which one would like to return again and again, the inadequacy of the index becomes a real handicap. The experience of that creative group thinking out of which the book grew is limited to the small committee; the product of that thinking which we may all share is a welcome contribution to our all too meager professional literature.

Washington University LEAH FEDER

Concerning Eyes

GOOD EYES FOR LIFE, *by Olive Grace Henderson and Hugh Grant Rowell, M.D. Appleton-Century. 193 pp. Price $2 postpaid of The Survey.*

IN attempting to review this little book one is faced by a frontispiece hardly worthy of a comic strip and closing with a page which contains a Recipe For Eye Delight, quite obvious, but rather trivial. Between these extremes there is much to commend. Much, we are forced to state, is quoted from unimpeachable authority, so that there is little that is original, although it is stated in a novel way and will no doubt serve a useful purpose.

In spite of the weight of distinguished names, it may be questioned whether "at least one fourth of all children in school suffer from eye diseases which seriously impair their school progress." Moderate or "school" myopia is not a disease and should be sharply differentiated from the progressive myopia which is in another class and which is fortunately much rarer.

Notwithstanding the diversity of evidence regarding the cause of myopia, the variety of possible factors in fact, chief among which is heredity, associated with the demands made on the growing eye, much that is stated in this book is excellent as regards hygiene, light and posture. Exception may be taken, however, to the somewhat exaggerated diagrams on pages 58–61, as the gravity theory of Levinsohn is not proven, and it may be stated that the muscle pressure theory is still *sub judice*.

It seems hardly necessary in a book of this kind to raise questions which will bewilder the average reader and of which the solution may be remote. This comment applies to the section entitled Aniseikonia in the chapter on Vices of Vision, although this field offers promise of possible value in the future. The wisdom of quoting at length the admirable article of Dr. Jackson's on Tobacco and Alcohol may be questioned. In the illustration opposite page 78, entitled A Schoolroom in Which Eyes and Bodies Get a Chance, the direction of the light and especially the side leakage of the curtain, show rather a glaring discrepancy when compared with the text.

The chapter on Eye Protection and Industry may be commended. The tone of the chapters on Eye Happiness in the Home and The Eye and Personality may seem trivial to the too serious reviewer, but the book is intended for a mixed public and we trust it will meet the approval it deserves.

The final chapter, on Magic in Fooling and Pleasing The Eye, will no doubt be interesting to many readers. The few sections on make-up might be open to criticism in a book on Good Eyes for Life. We have heard that some forms of mascara may be irritating. Other cosmetics as applied to the lids in a manner that would permit their introduction into the eyes may be distinctly irritating, but mascara of the better sort used with caution is of sufficiently general application to be safe. At the top of page 190 the word "vertical" may in a later edition be changed to "horizontal." The statement that "Daylight bulbs give you a color that terrifies your friends" is in keeping with some of the other exaggerations that we have noted. A daylight bulb shaded so that it does not shine on the face, and preferably with a frosted surface, is an admirable reading light and gives no such ghastly effect as is implied by the writers. On the whole, however, this chapter on cosmetics appears to have been written by an expert and should not be criticised by a tyro in such subjects. COLMAN W. CUTLER, M.D.
New York City

Outline for Current Events

SOCIAL RECONSTRUCTION, *by Harold Rugg and Marvin Krueger. John Day. 140 pp. Price 85 cents postpaid of The Survey.*

TEACHERS of current events have a difficult time these days. Unless they give many hours to reading newspapers and magazines it is impossible for them to deal intelligently with the questions asked by alert students. The authors of the present "study guide for group and class discussion" are rendering a service, therefore, which will be greatly appreciated. They have succeeded in marshalling the significant issues of the present far-reaching social changes in our country impartially and with due regard to historical factors and representative proposals for national policy. It is possible with this outline to plan a study course in which the more important recent and current events are taken up in an orderly sequence, or to lead a stimulating discussion of the morning's news with easy reference to appropriate data.

Only incidentally, yet forcefully, this outline demonstrates the inadequacy of both the materials and the methods of the traditional social studies course, and by giving practical experience of a more lively and realistic procedure will contribute to much needed educational reforms.

The course is based on the belief that it is possible with wise statesmanship to avert a catastrophic class war and to secure social justice through an informed democratic participation in the process of reconstruction. BRUNO LASKER
New York City

RUN OF THE SHELVES
A DESCRIPTIVE LIST OF THE NEW BOOKS

ARBITRATION IN THE NEW INDUSTRIAL SOCIETY, *by Frances Kellor. McGraw-Hill. 247 pp. Price $2 postpaid of The Survey.*

AN excellent though perhaps over-optimistic account of arbitration as a means to "economic goodwill" before " the advent of the codes," and the changes in usage and procedure under NIRA.

THE SCIENCE OF WORK, *by Morris S. Viteles. Norton. 442 pp. Price $3.75 postpaid of The Survey.*

A POPULARLY written book on applied psychology in business and industry, particularly the problems of adjustment raised by Machine Age conditions, and the use of modern psychological methods to help the worker find a congenial job and to "make work a happier and more productive activity." It is written for business executives, vocational counselors, employment officers, students and is much simpler and more readable than the same author's Industrial Psychology, published two years ago.

BIBLIOTHÈQUES POPULAIRES ET LOISIRS OUVRIERS. *Société des Nations, Institut International de Coopération Intellectuelle. Distribution in the United States through the World Peace Foundation, 40 Mt. Vernon St., Boston, Mass. 327 pp. Price $1.60 postpaid of The Survey.*

REPORT in French of a study and recommendations made at the request of the International Labor Bureau covering legislative and other measures to provide libraries for the people of more than a dozen countries of Europe and Asia and in Mexico.

A BIBLIOGRAPHY OF NEGRO MIGRATION, *by Frank A. Ross and Louise V. Kennedy. Columbia University Press. 251 pp. Price $5 postpaid of The Survey.*

A CRITICAL and annotated listing of the recent literature dealing with the economic and industrial situation of the Negro; rather misleadingly captioned under the too narrow title of Negro Migration. In fact, an indispensable guide through the voluminous material on this much-mooted subject.

THE ULTIMATE CONSUMER: A Study in Economic Illiteracy, *edited by J. G. Brainerd. The Annals of the American Academy of Political and Social Science, Vol. 173, May, 1934. 224 pp. Price $2.50 cloth, $2 paper, postpaid of The Survey.*

HARD times have focussed attention on problems of the consumer that cried for remedy even in our most prosperous days and this view of the consumer's illiteracy and the raw deal to which he thus exposes himself is timely, interesting and informative. The volume opens with a group of general chapters by Robert S. Lynd, Gardiner C. Means and Hazel Kyrk and proceeds to groups of articles under the headings Goods and Standards, Behind the Price Tag, and Safeguards, Actual and Potential.

DARK CIRCLE OF BRANCHES, *by Laura Adams Armer, with illustrations by Sidney Armer. Longmans. 212 pp. Price $2.50 postpaid of The Survey.*

KIT CARSON'S raid and the Long Walk of the Navahos from their home in Canyon de Chelly to a four years' exile at Fort Sumner, N. M., from the point of view of an eight-year-old Indian boy. Set apart from those "who see only with their eyes", Little Chipmunk not only lives the life of his tribe but learns from his uncle, the medicine man, the inner meaning of ceremonies and beliefs. The moving beauty of text and illustrations are ripe fruit of Mr. and Mrs. Armer's long friendship with the Navahos which found earlier expression in Waterless Mountain, winner of the 1931 Newbery Medal for distinguished literature for children.

THE CASE FOR STERILIZATION, *by Leon F. Whitney. Stokes. 309 pp. Price $2.50 postpaid of The Survey.*

As the title indicates and the author elsewhere emphasizes, this is not a "neutral book," but frank advocacy of voluntary sterilization of persons with attributes which make them bad risks or certain liabilities as parents. Mr. Whitney is director of the American Eugenics Society and author of a number of books in the field of eugenics. His present volume is breezily nontechnical, aimed to interest and convince a general reader that sterilization is essential as part of "the general discipline we call social planning." In his enthusiasm for the subject he occasionally risks implying that sterilization is *all* that is needed to rid these United States of poverty, crime and dependency.

THE SOCIAL COST OF INDUSTRIAL INSURANCE, *by Maurice Taylor. Knopf. 421 pp. Price $3.25 postpaid of The Survey.*

HIS interest caught by the near-desperation with which families under the care of the Jewish Family Welfare Association of Boston struggled to maintain their industrial insurance policies, Mr. Taylor embarked on a study of the whole system of industrial insurance and its effect on the lives of the millions of people whose only margin of security it represents. He concludes that "the gross inadequacy of the protection and its exorbitant cost, social as well as financial, stamp the effort as practically futile." While he makes detailed recommendations for a complete overhauling of the present system he sees it at best as only "a meager and inadequate substitute" for a well-rounded scheme of social insurance with the government playing the role of insurer.

COMMUNICATIONS

"Pioneer Youth"

To the Editor: You may possibly be interested to know that, while in good health and in possession of all my faculties, the time has arrived for my retirement from active service. I attended many Conferences in the United States in the early days and had many warm friends but death has been busy and only a few remain. I met my wife—a genuine southern girl—when attending a conference in Nashville, Tenn.,—and this certainly is one great debt I owe the United States. Mr. Kellogg, John M. Glenn, Owen Lovejoy, H. W. Thurston and Uncle Alec Johnson still remain, I believe, and to them I would wish to convey my regards.

Toronto, Canada J. J. Kelso

(The title, "Pioneer Youth," fits Mr. Kelso like a glove, for he has been the pioneer of child-welfare activities in Canada and has held to his youthful enthusiasms through seventy busy years. Born in Ireland in 1864, he went to Toronto with his family as a lad of 10. At 11 he was a telegraph messenger boy. In his early twenties, while a newspaper reporter, he began promoting legislation for the protection of street children and juvenile delinquents, organized the Toronto Humane Society and the Children's Aid Society. Since 1893 he has been superintendent of neglected and dependent children of Ontario, and has helped organize child-welfare work in provinces from the Atlantic to the Pacific. We propose him for Canada's Hall of Fame. If she hasn't a Hall of Fame, we propose that she establish one for him.—*Editor*)

Savings Bank Insurance

To the Editor: While the recent New York legislature failed to act on the O'Brien-Livingston Bill which would give savings banks the right to issue all kinds of insurance, the committee sponsoring it feels encouraged and will reintroduce it next session. This bill was copied from the Massachusetts law to that effect in existence for twenty-five years. The plan back of this law was originated by my father, Justice Louis D. Brandeis, as a result of his experiences in the Armstrong investigation conducted here in New York.

The Massachusetts law provides that savings banks may issue life insurance after receiving a license from the deputy-commissioner of savings bank insurance in charge of the administration of the law. In order to receive this license they must put up an expense and guaranty fund and must satisfy the deputy-commissioner. The cost of this insurance is far below that of the life insurance companies because the agent's commission is eliminated. The policies are sold "over the counter" at the issuing bank and other banks who are acting as agents, and also in some other places.

At a recent hearing in Albany six life insurance vice-presidents testified that savings bank insurance would bring about "unfair competition" against them. They said in substance that the Massachusetts banks had a state subsidy. This argument need not be considered any more as, under the new law, the expenses of the deputy-commissioner, the state actuary who fixes the rates for savings bank insurance and the state medical director who specifies the kind of medical examination given, are all paid by the banks issuing the savings bank insurance by means of a repayment to the state.

The low cost under the Massachusetts law is brought about chiefly through the elimination of the agents and the greater efficiency of the savings banks. As far as the insured is concerned, he is able to get surrender value on his policy after six months instead of years, as is true in any of the companies. Further, the lapsed policies are 2 percent under the Massachusetts law, while under the life insurance companies the percentage ranges over 100 percent in "industrial" insurance.

The New York Committee would like anybody who is interested to get in touch with our secretary, William L. Grossman, 123 West 74 Street.

New York City Susan Brandeis

Stenographers Are Human

To the Editor: What's the matter with social workers' stenographers,—and why? We who spend our days analysing the varied problems of distressed human beings find ourselves nonplused sometimes in the face of our own worker-stenographer relationship, feeling a grudging attitude when what we ask for is gracious unstinting service. Have you ever thought that perhaps this girl's attitude toward you is a reflection of yours toward her? Of course you are saying that surely you are not called on to adjust yourself to your stenographer, but have you ever really taken her into account as a human being? Have you ever taken five minutes to explain to her just why you want things done the way you do? Does she understand the aim of your work—what it is all about? The ways of a social agency are strange and not every lay person grasps the whys and the wherefores. Perhaps your stenographer doesn't either and would be a better stenographer and a more understanding human being if she did.

It may be that she has picked up the impression that you feel that her work, which she has spent a good deal of time and money to perfect, is a mere routine, too lowly to be called a life-work, and that compared with your great concerns her work doesn't matter very much, whatever effort she puts into it. You have had the advantage, if such it be nowadays, of having gone to college; but she too has taken training just as you did to fit her for making a living. Most of us thrive on encouragement, especially on that which comes from those who outrank us on the job. Are you always as generous as you might be? What sort of a stenographer have you? More than likely just what you have made her.

Social Service Division, Louise Smith
Department of Public Welfare, Dayton, Ohio.

Bass and Base

To the Editor: Just how much is there to the supposition that the popular concept of a social worker is a frustrated old-maid with horn-rims and flat-heels? At the meeting of the New York Chapter of the AASW and the Social Work Publicity Council to discuss the interpretation of the social worker to the public, every reference to this hoary old picture drew an indulgent laugh, slightly bass in quality though three fourths of the audience were of the soprano register. Personally I do not believe—and I am not of the old war-horses either—that this is the public's picture of a social worker any more than I believe that such unpopularity as falls to the professional social worker is wholly due to the female of the species.

Ever since I can remember, your ex-clerical gentleman, your over-pious man-missionary has been the butt of ridicule on the stage and in popular fiction. Over and over again in novels and in plays touching on social questions a man social worker, often an ex-clergyman, has been the comic relief, the implication being that he is not quite a he-man. Take Sinclair Lewis' Ann Vickers. It wasn't Ann who should have rasped the sensibilities of the profession but her social-work husband with his complete lack of vision or enthusiasm for the social causes he advocated—until he got a better job.

When I was in college it was dinned at us day and night, "Remember you represent Barnard on all occasions." I didn't believe it then and I don't now. And I don't think we will improve the public concept of social workers by everlastingly and self-consciously reminding ourselves that we represent social work. It's the kind of men and women we are that matters. If our contacts with the butcher, the baker, the candlestick maker reflect a well-balanced, well-developed human being—an integrated personality if you insist—he will probably like us. When he finds out we're social workers to boot he will probably think the rest of the tribe must be pretty good eggs too.

White Plains, N. Y. Helen Kennedy Stevens

GOSSIP: of People and Things

Alphabetical Honors

TO the honorable company of bearers of honorary degrees the commencement season just past added a notable group. As "news value" President Roosevelt's LL.D. from Yale headed the list. In the number of degrees bestowed upon them, Presidents Conant of Harvard and Dodd of Princeton set what seems, without any research into the matter, an all-time record. Without belittling these "naturals" The Survey confesses that it found its greatest satisfaction in the numbers of those in its own field of interest who were singled out for recognition of their notable achievements. Jane Addams, to whom honorary degrees are no new experience, was made an LL.D. by Knox College because "her work at Hull-House opened a new era in human relations and broadened and deepened the meaning of education." Mrs. August Belmont was made an LL.D. by the University of Rochester for her "outstanding leadership in relief activities." Brown University, Providence, R. I., honored its own daughter, Ollie A. Randall, with an M.A. for her work as welfare and unemployment relief organizer in New York. Frances Perkins, secretary of labor, was made an LL.D. by Amherst College in recognition of her "vital contributions to the welfare of the men and women of this nation."

The University of Wisconsin honored, among others, Martha Berry, founder and director of the Berry Schools for mountain girls and boys, and Robert B. Goodman, director of the subsistence homestead division of the Department of the Interior, Wesleyan University, Middletown, Conn., conferred an M.S. on Dr. John L. Rice, one of its own alumni, now health commissioner of New York City, who also was given an M.A. by Yale. The Jewish Theological Seminary made Felix M. Warburg, New York philanthropist, a Doctor of Hebrew Literature, and Smith College made Mrs. James M. Storrow, Boston philanthropist, a Master of Arts. Clarence A. Dykstra, city manager of Cincinnati, was made an LL.D. by Ohio Wesleyan University.

Syracuse University, New York, which celebrated the one hundredth anniversary of the founding of its College of Medicine, chose appropriately enough a group of doctors for its honorary degrees, among them Dr. Thomas Parran, Jr., commissioner of health of New York State; Dr. Richard C. Cabot of Harvard University; Dr. Livingston Farrand, president of Cornell University; and Dr. Ludwig Kast, president of the Josiah Macy, Jr., Foundation.

AND speaking of honors, Ernest J. Swift, secretary-general of the League of Red Cross Societies, has recently been made a Chevalier of the Legion of Honor by the French government, on the recommendation of the French Red Cross. And, still on the subject, Martha Berry, just before getting her honorary degree at Wisconsin University, had the exciting experience of being formally presented to Their British Majesties, George and Mary.

DR. CHARLES M. BURDICK for the past twelve years superintendent of the Dannemora State Hospital for the Criminal Insane, New York, has retired after thirty-three years in the service of the state.

MARJORIE BRADFORD, recently publicity secretary of the Financial Federation of Montreal, has been appointed assistant director of the Canadian Council on Child and Family and secretary of its section on community organization.

AMONG the Harvard University appointments for next year is that of Dr. Leopold Van Wiesem, director of the Research Institute of Social Science at Cologne, Germany, who will lecture on sociology.

REPRESENTATIVES of the American Public Health Association now in England for the Congress of the Royal Sanitary Institute are H. Jackson Davis, M.D., of the New York TERA and Walter H. Brown, M.D., of Leland Stanford University.

THE services of Benjamin L. Winfield as executive director of the Jewish Children's Home, Newark, N. J., have been recognized by his election to the board of directors and to the post of secretary thereof.

A REORGANIZATION of the school of nursing at Simmons College, Boston, brings to the faculty as director, Helen Wood of Newton Highlands. The school will henceforth place its major emphasis on the undergraduate preparation of nurses. Its work in public-health nursing will be continued under the direction of Marjory Stimpson, for the past two years acting director of the school.

DR. I. OGDEN WOODRUFF of the College of Physicians and Surgeons, Columbia University, is the new president of the New York Tuberculosis and Health Association, succeeding the late Dr. Linsly R. Williams.

AFTER a tour of duty on loan to the FERA, Pierce Atwater has returned to the bosom of the St. Paul Community Chest. Charles C. Stillman of Ohio State University succeeds him as FERA field representative in Ohio, West Virginia and Kentucky.

RAYMOND HOUSTON, who won large and valiant spurs as an organizer of work relief with the New York EWB is now associate director with Dr. Edward T. Devine of the TERA in Nassau County, N. Y. His special job is, naturally, work relief.

RECENT changes in the staff of the Federal Council of Churches include the retirement of Rev. Charles L. Goodell and Rev. Sidney L. Gulick from administrative responsibilities though not, happily, from a continuing relationship of counsel. A newcomer is Rev. Philip Allen Swartz of La Grange, Ill., who will be in the financial department. Leaving the staff is Rev. Charles C. Cole who becomes pastor of the Grace Methodist Church, New York.

SO great is the demand for the graduates of the Atlanta School of Social Work that the formal graduation exercises of the class of 1934 were called off and the fourteen graduates given their diplomas and hustled out into the field. Ten other members of the class had been released to jobs several months earlier with the understanding that they would return to complete their formal work when the emergency is under control.

HOWARD HEINZ of Pittsburgh is the new chairman of the National Industrial Conference Board. Virgil Jordan continues as president and chief executive officer.

WINTHROP W. ALDRICH, lawyer and banker, is the new president of the New York State Charities Aid Association, succeeding the late George F. Canfield.

SEASONAL changes in community chest personnel include the resignation of Henry F. Burt, for twelve years executive of the Providence, R. I., Community Fund, and the appointment of Harry M. Carey, nine years with the Wilkes-Barre, Pa., Welfare Federation, to succeed him. The governor of Rhode Island, the mayor of Providence and scores of citizens as well as social workers joined in a farewell dinner to Mr. Burt.

Colorado Candidate

JOSEPHINE ROCHE, social worker and pro-union mine owner in the Colorado coal field, is a candidate for the Democratic nomination for governor of her state. Miss Roche inherited her mining properties from her father, a foe of organized labor. She decided to put into practice as mine owner her theories as a social worker, and launched an experiment in joint employer-employe management, under a union contract. In spite of a price war waged against her by open-shop mine owners, the Rocky Mountain Fuel Company has prospered. The workers have not only helped in raising productive efficiency, but have served as selling agents throughout the company's territory. The company has continued through the depression to pay wages above the union level and to cut down broken time and unemployment (see The Survey, May 1933, page 197.) Miss Roche's platform will include: endorsement of the Roosevelt policies, enactment of a state income-tax law, unemployment insurance, economy and efficiency in state government. She will probably have two opponents in the primary, which will be held September 11.

GRACE WATSON of the Jersey City Medical Center is the new president of the New Jersey League of Nursing Education. Victoria Smith of Englewood and Zenobia T. Gibson of East Orange are the vice-presidents.

EVERY month brings word of more and more of The Survey's old friends and cherished authors joining up with the New Deal in one capacity or another. Harlow S. Person, for instance, managing director of the Taylor Society, has been appointed to the Mississippi Valley Commission and Carl H. Chatters,

executive director of the Municipal Finance Officers Association, to the PWA Technical Board of Review created by Secretary Ickes to consider projects of a particularly difficult or controversial nature. On the advisory council for the Virgin Islands are Alfred E. Stern of Chicago, Walter White and Charles W. Taussig of New York and Mordecai W. Johnson, president of Howard University.

DR. ALLEN WEIR FREEMAN has been appointed dean of the Johns Hopkins School of Hygiene and Public Health to succeed Dr. Wade Hampton Frost who retires in July. Dr. Freeman is professor of public health administration at the school and is a consultant to the Baltimore City Health Department.

RECENTLY appointed to the New York City Board of Health are Dr. Haven Emerson of Columbia University, and contributing editor to The Survey; and Dr. Frank L. Babbott, Jr., president of the Long Island Medical College. Dr. Emerson was health commissioner of New York from 1915 to 1918.

STANLEY R. MATTHEWSON, director of the Federal Reemployment Service for Ohio, has resigned to go to Cincinnati as chief of the employment bureau in the interesting new county set-up, sometimes called the Employment Stabilization Department of Hamilton County, and again the Regional Department for Economic Security. Plans for the department are drawn up and ready, lacking only personnel to go into operation. Mr. Matthewson is the first of several bureau heads to be named. H. R. Justice, his former assistant, has succeeded him in the FRS job.

THE California State Department of Public Health has a new director, Dr. J. D. Dunshee, for seven years city health officer of Pasadena and before that director of the division of child hygiene of the Los Angeles Health Department. He succeeds Dr. Giles S. Porter.

Ave Atque Vale at Yale

NO MORE effective witness of the work of Dean Annie W. Goodrich at the Yale School of Nursing can be brought forward than the universal regret at the news of her retirement on July 1. The silver lining to the cloud is the appointment of Effie J. Taylor as her successor. Miss Taylor became director of nursing service at the Phipps Psychiatric Clinic, Johns Hopkins Hospital, when it was established and was director of the Army School of Nursing at Camp Meade, 1918–19. She joined the faculty of the Yale School in 1923 and was designated professor of psychiatric nursing in 1926. In 1932 she became president of the National League of Nursing Education.

SUMMER courses in lipreading are offered July 9–August 17 by Columbia University and by the Nitchie School of Lip Reading, 342 Madison Ave., New York City. Both offer special opportunities to teachers who themselves have trouble in hearing or wish to be of greater service to their pupils. Excellent freelance teachers for lipreading and voice work are available through the teachers' registry of The New York League for the Hard of Hearing, Inc., 480 Lexington Ave.

THE Newark, N. J., Urban League has a new executive in H. A. Lett, formerly industrial secretary of the Pittsburgh Urban League.

JOHN R. HOWARD, JR., has resigned the superintendency of the 30 million dollar New York Hospital-Cornell Medical Center. His assistant, Dr. Thomas Howell, superintendent of New York Hospital for twenty-three years before its merger with the Cornell Medical School, is acting superintendent to remain so, according to the president of the board, "as long as he wants to."

AFTER fifteen years with the National Tuberculosis Association, Arthur J. Strawson has resigned to become executive secretary of the Southern Worcester County Health Association, Worcester, Mass.

AFTER thirty years as director of public welfare for the District of Columbia, George S. Wilson has resigned to engage in the pursuit of well-earned leisure. Succeeding him is Elwood Street, for five years or more director of the Washington Community Chest and for more years than that a valued Survey author. Succeeding Mr. Street with the Community Chest is Herbert L. Willett, Jr., for three years his assistant. Mr. Street's first official appointment was that of M. Alice Hill, for a year past director of the Associated Aid in Harrisburg, Pa., as director of the Emergency Relief Division of the Board of Public Welfare. L. A. Halbert, recently supervisor of emergency relief, is now assistant to Miss Hill, assigned to research.

WITH apologies for its tardy mention this department records its pleasure in the well turned-out volume in which the New Haven Orphan Asylum and Children's Community Center records the history of its first hundred years. Compiled and edited by Willard E. Solenberger, it is, in effect, the story of a century of progress in child care.

THE Leslie Dana Gold Medal, awarded annually by the American National Society for the Prevention of Blindness in cooperation with the St. Louis Society for the Blind for outstanding achievement in the prevention of blindness and the conservation of vision, was presented on May 14 to Dr. F. de Lapersonne, noted French ophthalmologist. The occasion was the annual meeting, in Paris, of the International Association for the Prevention of Blindness, of which Dr. de Lapersonne is president. The American Society was represented by Lewis H. Carris, managing director, and Dr. Park Lewis of Buffalo, N. Y., vice-president of both the American and international organizations and himself the recipient of the medal in 1928.

AMELIA GRANT of the New York Department of Health is the new president of the National Organization for Public Health Nursing, elected at the recent biennial in Washington. Grace Ross of Detroit and Mrs. C.-E. A. Winslow of New Haven are the new vice-presidents.

A GOOD share of the staff, board, auxiliary committees and what-not of the New York Post Graduate Hospital joined forces in giving a party recently to Christina S. Leadingham to celebrate the completion of her fortieth year as head nurse of the children's orthopedic wards. Miss Leadingham entered the hospital two years after her graduation from training-school and has never changed her job.

AS A PART of its fiftieth birthday celebration, Camp Dudley, the oldest organized camp for boys in the country, has published Camper No. 648, a beautifully bound and illustrated volume edited by Minott A. Osborn, telling of its half-century at Westport on Lake Champlain, N. Y. Although the book was published primarily for the camp's 5000 alumni it makes available to many others a wealth of successful experience in camp organization and operation. $2.50 from Camp Dudley, 2 West 45 Street, New York.

JOHN H. MILLAR, editor of Millar's Housing letter, cherished by all the housing fraternity, has been appointed assistant in the works division of the FERA in connection with social and economic planning. . . . Walter Blucher, secretary of the Detroit City Planning Committee, another name that the housing folk conjure with, is one of the advisers to the National Planning Board.

Professors Participate

RELAYED by Karl Kelsey of the Wharton School comes a budget of news about the faculty of the sociology department of the University of Pennsylvania. Prof. Thorsten Sellin, recently elected a member of the Social Science Research Council, has been appointed by Governor Pinchot to a state-wide committee now studying the reorganization of probation in Pennsylvania. . . . With him on the committee is Prof. James H. S. Bossard whose new volume in the Harper's Social Science Series, Social Change and Social Problems will be published this spring. . . . Prof. J. P. Shalloo is secretary of the Governor's Commission on Special Policing in Industry which is engaged in investigating the employment of deputy sheriffs by coal, iron and steel companies. Professor Shalloo's monograph, Private Police, has recently been published by the American Academy of Political and Social Science. . . . Prof. Hugh Carter is making a study of changing attitudes toward social questions as reflected in successful plays.

SPRING flowers and spring bib and tucker added their color to the general cheerfulness of the tea given recently by the board of Henry Street Settlement, New York, as a formal welcome to its new head worker, Helen Hall. Lillian D. Wald, president of Henry Street, happily convalescent from recent illness, received with Miss Hall.

WHILE New York was welcoming a social-work leader Washington was saying farewell to one at a dinner tendered to Walter S. Ufford, lately retired from the Associated Charities. The dinner committee, Coleman Jennings, chairman, was practically a who's who of social work in the capital.

AFTER several strenuous months shaping the program of the Federal Transient Bureau under the FERA, Maurice Lewis has resigned. William J. Plunkert is now director. Mr. Lewis is at present in New York engaged on a special project of the National Council of Jewish Federations and Welfare Funds.

A. L. WILLS, for six years superintendent of the Pittsburgh Juvenile Detention Home has resigned as a protest, it is said, against conditions imposed by a building which he

describes as a "fire and disease hazard." Plans for a new building are contingent on a PWA grant. Mr. Wills will return to Chicago, his former home, for a year's postgraduate study at the University. His successor at the Detention Home is Walter J. Rome, assistant dean of men at the University of Pittsburgh.

FROM the post of assistant professor of industrial society at Dartmouth College the New York Welfare Council has called Robert P. Lane as its new executive director, succeeding William Hodson, now commissioner of public welfare. Mr. Lane was for three years European director of the Junior Red Cross, and for a time assistant national director in this country. Later he was associated with the Curtis Publishing Company. He is a brother of Winthrop D. Lane of the New Jersey Department of Institutions and Agencies. The announcement of Mr. Lane's appointment and his formal introduction to New York social workers was a happy feature of the Council's recent annual meeting.

KATHERINE FAVILLE, recalled by Survey Graphic readers as author of the engaging article, So She Wants To Be a Nurse, (April 1932, page 35) has left Detroit where she was head of the department of nursing of the University, to become associated with Marion G. Howell in the course in public-health nursing in the School of Applied Social Sciences of Western Reserve University, Cleveland.

NEW YORK again has a city-planning committee, not, it is hoped and anticipated, just another one. Appointed by Mayor La Guardia with Bernard S. Deutsch, president of the Board of Aldermen, as its chairman, this one includes Vernon S. Moon, Percy S. Straus, Ralph T. Walker, Edward J. Matthews, Col. A. Pierson Hoover, Mrs. Joseph M. Proskauer, Prof. Horace M. Kallen, Arthur C. Holden, Joseph McGoldrick, Harris H. Murdock, Theodore S. Oxholm, John F. Gavin and Harold Lewis.

RUTH E. METTINGER, identified with Red Cross nursing work in the southern states, is now head of the Bureau of Public Health Nursing in the Florida State Board of Health.

FREDERICK L. ACKERMAN and Evans Clark, who need no introduction to Survey readers, have been appointed technical director and economic adviser respectively to the Housing Authority of New York. With the addition of Joseph Milner as realty adviser the Authority staff is complete, and the stage set for action.

A COORDINATING committee for Boston housing projects has been organized with Dean William Emerson of the Massachusetts Institute of Technology as chairman. Other members are Pierpont L. Stackpole, John Beale, Mrs. Addison Burman, Roy M. Cushman, Ernest Herman, Ross Tucker, Mrs. Henry Tudor, Eliot Wadsworth and Mrs. Eva Whiting White. The State Board of Housing is represented by the chairman of its housing advisory committee, William Stanley Parker. John Ihlder is technical director.

ON an issue of policy in regard to segregation, W. E. Burghardt Du Bois, brillant and versatile editor of The Crisis, has resigned that position and other posts with the National Association for the Advancement of Colored People.

Who Is Missing?

FROM time to time The Survey editors, for no good reason that we know of, are asked to name the ten greatest something or other, usually social workers. Now comes Prof. E. A. Ross of the sociology department of the University of Wisconsin with a list of the ten greatest living Americans. Because it landed the editors in a lively discussion Professor Ross' list is here passed on: Franklin Delano Roosevelt, president of the United States; Louis D. Brandeis, United States supreme court justice; Jane Addams, social worker and founder of Hull-House, Chicago; Norman Thomas, Socialist Party leader; John Dewey, philosopher; Eugene O'Neill, American dramatist; Sinclair Lewis, Nobel prize winner in literature; Upton Sinclair, author of forty books exposing social evils; Thomas Hunt Morgan, California physiologist who was recently awarded the Nobel prize; and Margaret Sanger, active in the establishment of birth-control clinics.

STILL all aglow from Mary van Kleeck et al, a home-going delegate from the National Conference of Social Work found herself sharing a train seat with an abundant lady who promptly volunteered information: "Train's crowded, ain't it? They've been having one of those big Sunday School conventions in Kansas City. Folks there from all over I guess. I wanted to go to it, but I didn't get around. You can't do everything."

IN RECOGNITION of her "services for the benefit of mankind" Mrs. August Belmont has received one of the gold medals awarded annually by the National Institute of Social Sciences. Specific services cited were in connection with the Red Cross, the women's division of two emergency unemployment relief drives and the Motion Picture Research Council.

AT THE request of the National Council of Parent Education the Smith College School for Social Work has arranged to hold a seminar, July 30–August 11, on The Application of Mental Hygiene to Problems in Parent Education. Dr. Muriel W. Brown of the Council and Dr. Frederick H. Allen of Philadelphia will lead. For details address the school, College Hall 8, Northampton, Mass.

AT THE coming summer session of the University of North Carolina, July 16–21, a special one-week course, with round tables and lectures, will be given on the methodology of instruction for preparation for marriage. The course, open to college instructors and members of the medical, legal and theological professions, will be under the direction of Prof. Ernest R. Groves.

THE National Conference of Catholic Charities will be held in October, not in Richmond, Va., as was expected, but in Cincinnati. The change in plan was caused by the illness of Bishop Andrew James Brennan of Richmond.

TALK about a 'bus-man's holiday! Virginia M. Murray, after fifteen years as executive director of the New York Travelers Aid, has had a sabbatical year drop in her lap. And what does she do with it? Goes traveling, of course. At this moment she is hunting up the very longest cruise in the whole wide world in order, she says, "to get away from it all." And speaking of Travelers Aid, the National has a new president, Donald S. Stevens of Baltimore, who succeeds William S. Royster of Norfolk, Va.

GEORGE F. ZOOK has resigned as US commissioner of education to become director of the American Council of Education. His successor will be John Ward Studebaker, superintendent of schools in Des Moines, Iowa, who will take office July 1. Mr. Studebaker, who worked as a brick mason to support himself while he attended Leander Clark College in Iowa, later took his master's degree from Columbia University. As city superintendent in Des Moines, he organized and directs the series of evening forums in the elementary and highschools, financed for an experimental period by a Carnegie grant, and considered one of the livest and most successful adult education projects in the country (see The Survey, April, 1933, page 161).

THE sixty-fourth annual congress of the American Prison Association will be held in Houston, Texas, September 17–21. Information from the general secretary, E. R. Cass, 135 East 15 Street, New York.

To his regular job as general secretary of the National Child Labor Committee, no sinecure these days, Courtenay Dinwiddie has added the duties of president of the Westchester County Tuberculosis and Public Health Association.

ELIZABETH H. DEXTER has resigned as director of case work of the Jewish Board of Guardians, New York.

DEATHS

WILLIAM COOPER PROCTER of Cincinnati made an international success of the manufacturing enterprise established by his grandfather a hundred years ago. His monument is not his business achievement nor his many wise philanthropies, but his pioneering in the newer and more difficult field of industrial relations. Most famous and far-reaching of these undertakings was his plan of guaranteed employment, under which each Procter and Gamble employe was assured a minimum of forty-eight weeks of work and wages a year (see The Survey, April 1, 1930, page 18). This plan has continued in force through the depression. In 1930, Colonel Procter resigned as president of the company, but until his sudden death last month he remained active in its management as chairman of the board of directors.

THE Neighborhood League of Wayne, Pa., is mourning the loss, early in the summer, of Dr. G. L. Jameson for twenty-two years its president. Of him the League's formal resolution, prepared by J. Prentice Murphy, said, "Out of a busy professional life, rich with many associations, he took time to serve this community as a leader in all its welfare activities. . . . He knew that the gates of the world are unbarred by humble as well as by mighty hands. . . ."

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THE fine fat prize of $5000 offered for international competition by Hart Schaffner and Marx for discussion of the subject, The Theory of Wages has been awarded to Prof. Paul H. Douglas of the University of Chicago, prolific writer on economics and occasional Survey author (see Connecting Men and Jobs, by Paul H. Douglas, Survey Graphic, December 1930). The volume, The Theory of Wages, which won the prize, was published in 1932.

THE New York City Conference of Social Work, after an honorable career of twenty-five years, has voted to dissolve since its functions are now being performed by the Welfare Council. For the past three years its annual meeting and that of the Council have been held jointly.

PARKER W. FIELD has retired after thirty-two years as general secretary of the Boston Children's Mission.

JACOB A. BILLIKOPF has resigned as chairman of the Philadelphia Regional Labor Board to which he has given, since it was organized last October, his justly famous skill in friendly mediation of controversy and where he has achieved, says the Philadelphia Evening Bulletin, "an extraordinary record of industrial peace-making."

ELSIE KEARNS of the New York AICP took time out from her publicity duties recently to marry Ernest Rowan, Shakespearian actor, now a member of the Walter Hampden Company. "I must say they took their time about it," remarks B. G. Tobey in the AICP News Bulletin, "for Miss Kearns was on the stage with Mr. Rowan some ten years ago."

New Officers

NATIONAL CONFERENCE OF SOCIAL WORK (elected for 1935): *President,* Katherine F. Lenroot, Washington, D. C.; *vice-presidents,* Rev. Robert F. Keegan, New York; Helen Hall, New York; C. Whit Pfeiffer, Kansas City; *executive committee,* Mary Irene Atkinson, Columbus, O.; Stanley P. Davies, New York; Samuel A. Goldsmith, Chicago; John F. Hall, Seattle; Kate McMahon, Boston. Nominated for 1936: *President,* Rev. Robert F. Keegan, New York; *vice-presidents,* Sophonisba P. Breckenridge, Chicago; Charlotte Whitton, Ottawa, Canada; Margaret Reeves, Santa Fe, N. M.

NATIONAL CONFERENCE OF JEWISH SOCIAL SERVICE: *President,* Ben Selekman, Boston; *executive committee,* M. A. Kovarsky, New York; Dr. Jacob Golub, Cincinnati; Jacob Fisher, New York; and Ezekiel Londou, New York.

AMERICAN ASSOCIATION OF SOCIAL WORKERS: *President,* Dorothy C. Kahn, Philadelphia; *vice-presidents,* Lea D. Taylor, Chicago; Sophie Hardy, San Francisco; Thomas B. Mimms, Atlanta; *secretary,* Elizabeth H. Dexter, New York; *treasurer,* Leroy A. Ramsdell, Hartford.

AMERICAN ASSOCIATION OF MEDICAL SOCIAL WORKERS (Formerly American Association of Hospital Social Workers): *President,* Lena Waters, Philadelphia; *vice-presidents,* Elizabeth Nairn, Nashville; Harriett Bartlett, Boston; Catherine Crothers, New York.

AMERICAN NURSES ASSOCIATION: *President,* Susan C. Francis, Pennsylvania; *vice-presidents,* Julia Stimpson, District of Columbia; Mabel E. Dunlap, Illinois; *treasurer,* Emma Nichols, Massachusetts; *secretary,* Helen Teal, Indiana.

ASSOCIATION OF CHURCH SOCIAL WORKERS (new): *President,* Dr. Hazel E. Foster, Chicago; *vice-president,* Genrose Gehri; *secretary,* Marnise Knickerbocker, Chicago; *treasurer,* Flora Sorber.

CHILD WELFARE LEAGUE OF AMERICA: *President,* Jacob Kepecs, Chicago; *vice-presidents,* Ruth Taylor, White Plains, N. Y.; Mrs. Lessing J. Rosenwald, Philadelphia; J. Prentice Murphy, Philadelphia; Cheney C. Jones, Boston.

SOCIAL WORK PUBLICITY COUNCIL: *Chairman,* Weaver Pangburn, New York; *vice-chairman,* Barbara Abel, Chicago.

NATIONAL TUBERCULOSIS ASSOCIATION: *President,* Dr. Kennon Dunham, Cincinnati; *vice-presidents,* Dr. J. Woods Price, Saranac Lake, N. Y.; Dr. Charles D. Parfitt, Gravenhurst, Ontario.

AMERICAN ASSOCIATION FOR ADULT EDUCATION: *President,* Edward L. Thorndike, New York; *vice-presidents,* Malcolm G. Wyer, Denver; Alain Locke, Washington, D. C.; George F. Zook, Washington, D. C.; Lewis A. Wilson, New York; Agnes Meyer, White Plains, N. Y.

CALIFORNIA CONFERENCE OF SOCIAL WORK: *President,* Albert A. Rosen-Shine, San Francisco; *vice-presidents,* Eva Hance, Los Angeles; Seward C. Simons, Pasadena; Louisiana Scott, Martinez; K. J. Scudder, Whittier; R. E. Arne, Berkeley.

THE
SURVEY

Vol. LXX. No. 8 MONTHLY August 1934

CONTENTS

FRONTISPIECE.....*The Cartoonists on Housing* 242
THE PUZZLE OF PUBLIC HOUSING....*Charles S. Ascher* 243
WHAT ARE WE DOING TO 7 MILLION CHILDREN?
Leonard W. Mayo 245
RALLYING ROUND THE YOUNGSTERS..*Beulah Amidon* 247
UNSCRAMBLING THE SETTLEMENT LAWS
H. M. Hirsch 248
DON'T BE A SOCIAL-WORK AIR-PLANT
Gertrude Springer 250
ADMITTER OR DISCHARGER?.....*Mathilda Mathisen* 252
THE COMMON WELFARE..... 253
UNEMPLOYMENT AND COMMUNITY ACTION..... 255
SOCIAL PRACTICE..... 258
EDUCATION..... 259
INDUSTRY 261
HEALTH 262
BOOKS 264
COMMUNICATIONS 270
GOSSIP 271

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SO THEY SAY

Democracies may not sleep without risking their lives.—*Nicholas Murray Butler, Columbia University.*

It is always easy to yell loyalty; it is very hard to define to what one ought to be loyal.—*Norman Thomas, New York.*

The strongest imperative of youth is the desire neither for wealth nor for pleasure, but for experience.—*The New Republic.*

Democracy begins where there is more liberty than compulsion for the opposition.—*Gaetano Salvemini in Harvard Graduates' Magazine.*

Fortunately for us business men the masses of Americans are not satisfied with their present plane of living.—*Edward A. Filene, Boston.*

I consider myself a good feminist, but I want my work recognized because it is work, not because a woman did it.—*Frances Perkins, secretary of labor.*

Nothing is ever accomplished by a committee unless it consists of three members one of whom happens to be sick and another absent.—*Hendrik Willem van Loon.*

With a job there is a future; without a job there is slow death of all that makes a man ambitious, industrious and glad to be alive.—*E. Wight Bakke in The Unemployment Man.*

Difficult situations are met not according to the college training an individual has had but according to the germ plasm and genes he has inherited.—*Dr. Beverley Tucker, Richmond, Va.*

Many people seem to imagine that the only truths that have any right on the traffic ways of the mind are this year's stream lined models.—*Dr. Halford E. Luccock, Yale Divinity School.*

It is easier to accept the risks of battle for one's self and even for one's own son than it is to subordinate desire for profits to love of country.—*George A. Coe in Educating for Citizenship.*

The problem in our correctional institutions for juveniles is not so much a problem of the children as of the adults in charge of the children.—*Illinois Joint Conference on Problems of Correctional Education.*

Our histories seem to be little more than the elaborately recorded misbehavior of males.—*Prof. William Morton Wheeler, Harvard University, to the American Association for the Advancement of Science.*

The cards seem to be stacked against the American social worker. He must struggle not only with the troubles of the poor but with the motives of the rich.—*Maria Rogers and Edward J. Fitzgerald in American Mercury.*

The owner of property has no more right to let a house that is unfit for habitation than an owner of meat or milk is entitled to sell meat or milk that is unfit for human consumption.—*Sir Raymond Unwin, Ministry of Health, Great Britain.*

Public works cannot and should not be a slap-dash affair. To the impatient—and I am one of them—they seem to start with glacial slowness. But they also move with glacial sureness.—*Harold L. Ickes, public works administrator.*

I wonder whether we might license parents; whether we might require, not a certificate to have children—that is another story—but maybe a license to rear them.—*Dr. George H. Preston, state commissioner of mental hygiene, Maryland.*

The so-called "rugged individualism" of our mountain people has been nothing more or less than a stoic endurance of hardships and a lack of self-expression.—*Florence S. Adams, Birmingham, Ala., to Annual Conference of Southern Mountain Workers.*

In fast and loose days the professor lacks the nerve and speed to draw conclusions from the storm of facts about him. He must take refuge in "social research," a hoary alibi, by piling up a lot of "data" into mountains of statistics which smother their explosive implications.—*Benjamin Stolberg in Vanity Fair.*

Talburt in the New York World-Telegram

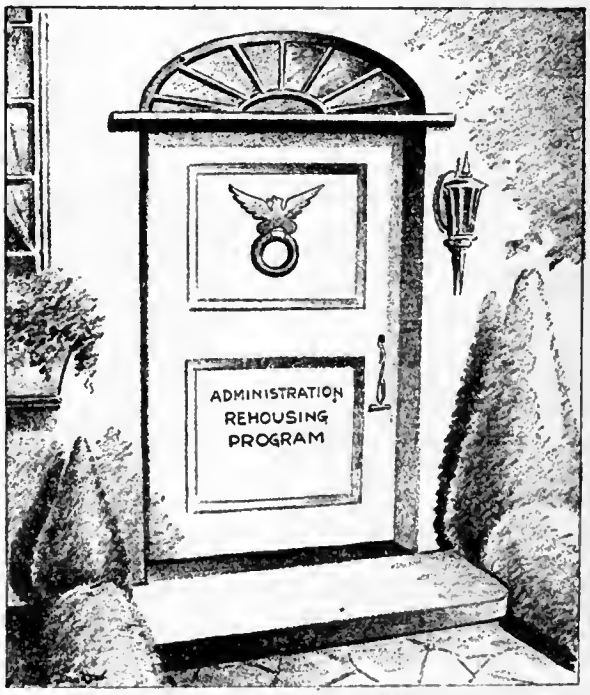
Moving Day

Brown in the New York Herald Tribune

Not sulphur and molasses this time

Warren in the Buffalo Evening News

Still Climbing



Talburt in the New York World-Telegram

Another Door to Recovery

THE SURVEY

August
1934

Volume LXX
No. 8

The Puzzle of Public Housing

By CHARLES S. ASCHER
Executive Director, National Association of Housing Officials

WHERE does the federal housing program stand today? Where is it going? The interested public is justifiably confused by the developments of the last few months. Of the twenty approved projects listed in Survey Graphic in March, only five are under construction. The earmarkings of funds for most of the others have been withdrawn; although some of them may be constructed directly by the federal government. Men long known as leaders in arousing understanding of housing problems and as creative planners in this special field have left the Housing Division of the PWA; eager newshawks have hinted at scandals, despite the explicit statements of the authorities that only differences of opinion over administrative procedures were involved, and despite the men's lifelong reputations for rare integrity. The housing construction activities of PWA (both the Housing Division and the Public Works Emergency Housing Corporation) have been put in charge of Horatio B. Hackett, a man not previously identified with the housing movement, with a military title and a long experience in skyscraper construction. And now we have a new National Housing Act, with a new federal housing administrator, James A. Moffett, a former executive of the Standard Oil Company where he had charge of industrial construction, and his deputy, Albert L. Deane, "a practical business man with a lot of experience in instalment selling"—of automobiles.

What kind of a picture does this give us? Are we justified in concluding (as some have been quick to suggest) that all is over with the movement for public housing?

I do not think so. We can justly conclude that it has not been possible in a few months to devise legal and administrative techniques for a type of public undertaking new to peace-time America. True, during the War the government built houses, and built them in a hurry; but there was no requirement in the statutes that the projects be self-liquidating or that the government's investment be reasonably secured. We have talked of the depression as an emergency, but in the field of public works we have not faced it in the spirit of an emergency, as we did during the War. And by "we," I mean the general public; for, as the result of wide travels this year, I have been forced to conclude that responsible public opinion on the whole has approved deliberation and double-checks on the safety of the public moneys more than it has deplored apparent delays. This is a fact for Survey readers to ponder upon.

We can conclude also that in the field of housing, as in every other field of public administration, social vision and creative thinking must be accompanied by rare executive skill.

Hence the National Housing Act. The use of that name for a measure concerned chiefly with the insurance of mortgages and building - and - loan shares is the best tribute to the extent to which housing has become the word of the hour. The new act is an attempt to entice private capital back into the construction business; its genesis was in the minds of economic advisers to several

THE PWA Housing Division, Horatio B. Hackett, director, is concerned solely with projects involving clearance of slums and the construction of low-cost, multiple-group dwellings by limited-dividend corporations or by the division itself in cooperation with local housing authorities. It may either spend or lend PWA funds.

The Federal Housing Administration, James A. Moffett, administrator, is concerned with the repair of existing houses and the construction of new homes largely by the insurance of mortgages and building and loan shares. It may insure mortgages on low-cost housing and slum clearance, but all its activities are independent of the PWA Housing Division. It insures but does not spend or lend.

governmental departments who felt that the sticking-point in recovery was the prostrate condition of the capital-goods industries. I cannot blame the industrial interests for joining with them in urging some other form of governmental help in the interest of economic recovery while we were so painfully evolving the techniques for public housing. It was fruitless for housing enthusiasts to clamor for appropriations of billions for public housing while federal departments were deadlocked over approved methods of spending the first $125 million.

Arthur C. Holden described in the July Survey Graphic the elements of the Fletcher bill; the law as enacted is substantially the same. Instead of the series of new corporations proposed in the bill, the act leaves the whole administration to a federal housing administrator, with wide discretionary powers to establish rules and regulation. Congress struck out the clause in the bill, "to discourage socially undesirable building," as being too vague. Instead, insurable loans must be on projects deemed by the administrator to be "economically sound." This change need not be significant, if the housing administrator is guided by a social viewpoint. It is just as important from the standpoint of economics as social welfare that speculative overbuilding be discouraged; that individual loans conform to a comprehensive plan for orderly community growth.

FINALLY, the act contains a section (207) inserted at the instance of the New York City Housing Authority, extending the governmental insurance to mortgages of public authorities or publicly regulated limited-dividend companies for low-cost housing projects—without the limitations on due dates or percentages of appraised value which govern other loans. Chairman Langdon W. Post feels that with such insurance, it may be possible to attract private capital in large sums to aid in the kind of housing which we can call housing.

It is too early to appraise the effect of the new act. Its long-term phase, providing for the insurance of twenty-year mortgages up to 80 percent of the value of the small dwelling ($20,000 or under) can go a long way to reduce the terrible financial burdens imposed by our hoary system of three- and five-year mortgages, lightly assumed without reckoning the recurring charges for renewals, and the second-mortgage racket, with its bonuses and fees often making the cost to the home-owner 11 or 12 percent a year.

As for the short-term phase—the insurance of loans of $2000 or less for modernization (of any kind of real property, not dwellings alone,) made before January 1, 1936—I find that responsible leaders in the building field hope that there will not be a great ballyhoo campaign, with sharp disappointment when it is found that the public will not borrow, nor the banks lend, indiscriminately for that new bathroom, while the problem is how to meet the interest on the present mortgage. There undoubtedly is a market for modernization; I have not found anyone equipped to state how great.

These are the next steps for those of us interested in a housing program. First, to give Mr. Moffett, the federal housing administrator, every possible aid in devising "economically sound" controls for his insurance business. Others will help him appraise credit risks, but city-plan officials, housing officials, and socially-minded citizens must give him the local factual information (which he cannot possibly find in Washington) by which to determine whether the proposed loan will aid or impede orderly community growth. If, for instance, an area is so decayed that it is clearly marked as one of the first for demolition and comprehensive reconstruction under public auspices, it will be unsound in the extreme to insure a loan for the modernization of one or two of the buildings in the area: such an "improvement" will only make the eventual clearance more expensive. We must build up in our own community a recognition of the importance of such standards, even though, as a result, there be one less building job.

Secondly, to support Colonel Hackett, the new director of the Housing Division of PWA, in his primary and immediate objective: to get actual construction under way in ten or twelve cities as soon as possible. When we have shown that we know how to build $125 million of public housing, we can effectively ask for more. To this end, Colonel Hackett is surrounding himself with a corps of experienced construction men, and is developing an operating organization. There will be found on his staff, I think, men competent to deal with the social problems involved. There are barbed-wire entanglements of appraisals, surveys, title examinations, condemnation suits and the like to be gotten through under our peace-time procedures. They are being attacked—and surmounted—in Atlanta, Cleveland, Milwaukee, Indianapolis, Montgomery, Washington, Louisville, Cincinnati and other cities. Groups which are laying the groundwork elsewhere—from San Francisco to Hartford, from Minneapolis to Florida—which are accumulating the social and economic data upon which to base an intelligent and defensible local program, by housing surveys and other preliminary work, have no right to be discouraged if theirs is not one of the first ten cities. It is only if such groundwork is laid, and local interest and understanding are developed, that we can expect Congressional and executive support for a long-term public housing program. No group in Washington, however socially minded, can carry the ball alone, without wider and stronger public backing than the movement has yet generated. The creation of a housing committee by the Pennsylvania Federation of Labor, and the organization in Philadelphia, Camden and Paterson, N. J., of a Labor Housing Conference (not in the building-trades unions, but representing all unions as organized groups of consumers of low-cost housing) are encouraging developments.

THERE are still problems to solve. One is that of the eventual decentralization of the administration of public housing. As local official agencies grow in experience and background they must be given more responsibility: this job cannot be done forever from any one city, in a country of this size, and with our diversity of local customs and needs. No European central government has attempted to run all public housing from the capital. But this problem, as I have suggested, may well wait for solution till at least one governmental agency has evolved and demonstrated the basic legal and administrative techniques.

The other problem is that which confronts the federal government in many of its activities. Partly as the result of amendments embodied in the new National Housing Act, and partly as a result of other piece-meal legislation, there are now at least eight federal agencies with power to extend credit or use funds for financing or constructing housing and other dwellings, both rural and urban. The RFC, HOLC, PWA, FCA, TVA and a host of other alphabetical combinations and departments are operating in one sector or another of the same field. The National Housing Act gives the federal housing administrator power to make surveys and studies "for the development of housing" and the creation of a "sound mortgage system." Once he gets settled in his job, it is to be hoped that he will use these powers to devise some scheme for the coordination into a unified program of all the governmental agencies controlling the flow of credit and funds into housing.

What Are We Doing to 7 Million Children?

By LEONARD W. MAYO
Faculty of the New York School of Social Work

IN the hands of youth, we are told, lies the future. Political parties, churches, learned bodies, leaders everywhere, look to youth to carry on the torch. Since youth is our hope, what then is the state of the youth of the nation, of the somewhere near 45 million children under eighteen who are the inheritors of these United States? What of their health and security? What of the forces shaping their habits and character which will in the end determine the content of their lives, the quality of their citizenship and what they make of their inheritance?

Four years ago the White House Conference on Child Health and Protection set forth in the Children's Charter the rights of American children. Although some dismissed this document as a collection of platitudes it gave expression to ideals and standards which, in the light of what has happened in the intervening years, need to be recalled. For instance, take that article of the charter which states the right of every child to "a home and that love and security which a home provides."

Right off we must face the fact that 400,000 American children, dependent and delinquent, are under care in institutions and foster homes many of which we know very well furnish small measure of "love and security," and that some 300,000 more, still in their own homes, are dependent on that form of public assistance known as mothers' aid, which according to a study made in March by the US Children's Bureau is anything but secure.

But these 700,000 dependent children are a mere corporal's guard compared with the 6 million children under eighteen who are living months and years of their young lives under the routines of mass relief, still euphemistically termed emergency. For these children, one out of seven of the youth of America, life is reduced to a catch-as-catch-can, day-by-day level of subsistence. Relief is in the home to be sure, but what security can the child feel in a home that is itself insecure, its atmosphere charged with fear and despair? Six million of its youth conditioned in insecurity and pauperized by the grocery dole is not, I submit, a very promising prospect for this or any other country.

And what of health protection, and the care and treatment of the handicapped, other inalienable rights of the heirs to the future? We have only an indication here and there of what is actually happening to the health of American children on relief but we need no exhaustive statistics to tell us that it is not to our credit. It is conservatively estimated that one fifth of all our preschool children are undernourished or in need of medical care. The ultimate results of poor nutrition in childhood, and of the neglect of preventive and remedial care are bound to become more apparent as the years go by and to constitute a heavy burden for a full generation. As for the physically and mentally handicapped, we know where we stood four years ago, and we know we have not progressed. It is a cold hard fact that of our 45 million children a good third are physically or mentally handicapped. There are three million with impaired hearing, 65,000 with defective vision, a round million with defective speech, 300,000 crippled, a million and a quarter either tuberculous or suspected of so being; 450,000 have damaged hearts, and 2½ million have well-marked behavior difficulties including the more serious mental and nervous disorders. And finally there are 6½ million who are mentally deficient, ranging from the intellectually subnormal to the 850,000 who are definitely feebleminded. And,—second brutal fact to face—only about one fifth of all these handicapped children, twenty out of every hundred, are receiving adequate care, care as good as we know how to give,—leaving, roughly, 12 million who by any ordinary reckoning do not rank high as the hope of the nation.

WELL then, with the security and physical well-being of millions of children on shaky ground, what of the schools, guarantors of that right of every American child to "an education designed to develop his abilities and vocational guidance to prepare him for his life work"? So much has been written of the state of the schools that only a few salient facts need be given here. The schools have fewer teachers by 25,000 than they had in 1930, with a million more pupils. Building has decreased 80 percent, purchase of books 20 percent. Terms have been shortened in one out of every four American city and town schools and 5000 have closed altogether. Before 1933 there were nearly a thousand school systems providing special classes for children with mental and physical handicaps. These classes have now been decidedly reduced, particularly those for the slow or retarded child, this in spite of the fact that 15 percent of the school population is in some way mentally retarded or definitely feebleminded. The visiting teachers, particular hope of this group, have been dropped off by the score as an educational frill.

Closely related to education is the new set of conditions created by unemployed youth, whether by lack of jobs or by the limitation of child labor by the NRA. The schools have neither funds nor facilities, nor generally speaking the imagination, to provide vocational training and constructive recreation for the many thousand children who, uninspired to continue their education, have nothing to do but hang around in demoralizing idleness until industry claims them. The CCC camps are taking some of them, the road is calling to others, with the transient camps as the catch-all and conflict with the law as a possible end.

And what of children in conflict with society whose right, the Children's Charter stated, is "to be dealt with as society's charge, not as society's outcast"? Our principal facilities for dealing with them include children's courts, probation, special schools and institutions, various protective agencies such as the SPCC and a sprinkling of child-guidance clinics. We have upwards of 3000 courts handling children of which perhaps 600 are devoted to them exclusively. By and large they are replicas of adult criminal courts in philosophy and method, with the appointment of judges dictated largely by

political motives. We have over 4000 probation officers, two thirds of them working full-time with children. But the standards of appointment are uneven and progress seems terrifyingly slow when we realize that over 200,000 children pass through these courts yearly with some 20 percent placed on probation.

Another 20 percent, about 25,000, go to state correctional institutions. Here in cottage or dormitory groups of from 20 to 50 they are in daily contact with cottage and group supervisors clearly unequal to the all but impossible task, given the numbers, of changing attitudes, directing behavior and substituting new motivations and ideals for patterns of antisocial behavior. A few institutions have shown what can be accomplished with enlightened policy, competent staff and effective community coordination, but we have a long way to go before the old type juvenile prison is put out of business. We know how to do it, but somehow it is not done.

State and federal reformatories and prisons which house some 39,000 girls and boys between 15 and 21 years of age, have shown less progress than state schools for adolescents. This is not surprising in view of all their problems, but it is a fact to be faced in a consideration of the present status of youth.

THE total picture then of some seven million of our oncoming generation—and this disregards the physically and mentally handicapped—is one of insecurity, lack of medical care, the curtailment of educational facilities, treatment of behavior problems incompatible with our scientific knowledge, and all along the line a marked decrease in funds for the promotion of child welfare.

Well, what can we do about it? There are of course no lack of suggestions both thoughtful and practical. The White House Conference of 1930 made recommendations covering every phase of child welfare. The Conference on Child Dependency and Neglect urged by the Child Welfare League of America and called by President Roosevelt with Grace Abbott as leader in December 1933, made proposals for alleviating present conditions and others looking toward a more permanent recovery for childhood.

A few states have moved toward a reorganization of institutions and the improvement and training of institution personnel. The federal department responsible for probation and federal institutions is hammering away at higher standards and at legislative changes for the more adequate treatment of adolescents.

In delinquency, Sheldon and Eleanor Glueck, Frederick Thrasher, Clifford Shaw and many others have suggested such plans as neighborhood or community councils on delinquency, family and marital clinics, housing reform, increased recreation facilities, community surveys for the discovery and analysis of destructive forces and the definition of the need for additional constructive facilities; more effective coordination of existing social agencies, state departments of child welfare related to the federal department, basic changes in public-school methods and curriculum and so on.

All of these might be summed up by the statement that we need skilled, effective community organization to reveal destructive forces and infectious areas and the application of active social statesmanship to create new resources for the protection and development of childhood. We have no lack of plans based on sound surveys and common sense; what social workers, lay and professional, need to do is to find out what is blocking us so consistently in carrying out these proposals.

Among the many difficulties which face us, the foremost, I believe, are Fear, Rugged Individualism and Attention to Nonessentials.

As a group, we social workers are still afraid to lift our voices, to make effective demonstration against evils affecting families and children or to touch on moot questions in the community involving social agencies and other vested interests. Legislatures, local officials and the general public need to know what we know about the needs of children—about undernourishment, poor health, delinquency and the reasons for the existence of these things. It has been said that this is no time to talk, however accurately, about low standards and the ineffectiveness of agencies dealing with children lest financial support from the public be jeopardized. The subtle factor in that argument is that the persons who advance it have never been in favor of airing conditions which need airing. As far as they are concerned, there is no right time. But this is the time for changes in child-welfare practices and we need to rid ourselves of fears and inhibitions and to become articulate and dynamic in a situation which demands action.

Having berated the philosophy of rugged individualism in our national life, social workers are now brought face to face with the startling discovery that we have a well-developed case of the same malady in our own ranks. We are such rugged individualists in fact that we support and fight for our own agencies and our own little causes and identify ourselves so completely with them that we are unable to present a united front in our communities. As far as child welfare is concerned, we are agency-minded when we should be community-minded. This of course is the main reason that we find ourselves unable to coordinate our community services for children to eliminate waste and to meet unmet needs. We have not learned as yet to work out effective relationships between children's agencies, let alone between family societies and children's agencies.

IN an eastern city, for example, the Council and Chest discovered expensive duplication in its services for dependent children. A new agency to include two small institutions and a child-placing society was proposed and a plan carefully worked out with representatives of the three organizations and several consultants by which better service at a decided economy would be furnished. But at the last minute the entire plan was blocked by a small group of board members and one executive. Rugged individualism and agency-mindedness won and the welfare of children became a minor issue. The others on the committee apparently found it more important to satisfy these objectors than to proceed with wise community planning.

Our emphasis on nonessentials, or issues which are comparatively unimportant, have weakened our attack on more inclusive and fundamental objectives. For example, we have discussed until we are blue in the face the eternal problem of foster family homes vs. institutions. This is a nonessential—the fundamental problem is to study how we may improve all facilities for the care of children and then select the best type of care for each child. We have made issues of isolated cases of delinquency or dependency and the way they have been handled while the real problems behind them, political bosses, industrial conditions, housing, have appeared only dimly in the picture if at all. I am convinced that if we stopped

classifying children in groups of "dependents," "delinquents," "incorrigibles" and so on and thought of them all in terms of children needing special care and education, that it would improve both philosophy and treatment.

But back of all this is something more fundamental which helps to explain the presence of these factors. That is, our almost complete lack of any sense of "mission." We have concentrated so long on techniques and methods and on our established institutions and traditions that we forget that child welfare and all of social work started as an ideal which gave to its adherents an ability to forget themselves in fighting for a principle that was bigger than they and of more importance than the agency they represented. We have smiled at the naïveté of the social worker of yesteryear and have worked assiduously to build a scientific profession unhampered by sentimentality. Of course we want a scientific profession, of course we need our body of literature, our social surveys, our techniques of diagnoses and treatment, but we need desperately too a burning conviction that there are wrongs to be righted, a social order to be rebuilt. We as social workers and as citizens need to recapture a warming, mature faith in mankind and a devotion to ideals. Our challenge lies in the cold hard facts of the present status of the seven million children, dependent, neglected and delinquent, who will within the next decade or two take up their responsibilities as citizens. If "the race marches forward on the feet of little children" there can be no permanent security for society until childhood is secure.

Rallying Round the Youngsters

By BEULAH AMIDON

FROM a congested neighborhood of New York's Bronx comes the story of how five city schools and the community they serve have been drawn together in a common effort to prevent delinquency and to increase understanding among racial groups.

The five schools—Public Schools 2, 4, 42, 55, 58—are in a densely populated section, roughly ten blocks long and five wide. Forty years ago this was a pleasant "small-town" community, with tree-shaded streets, frame houses and a few new "flat buildings." Its life centered in the Bronx Church House and the Presbyterian church on East 173 Street. Today 65,000 people, nearly half of them foreign-born, live in the dingy tenements that have almost crowded out the one-family houses. For some years the population has been predominantly Jewish, with a recent influx of Negroes from the rural South and the West Indies. These latest comers are ignorant of city ways and have, for the most part, little education and depressed living standards. With crowded streets and meager play opportunities, there have been almost inevitably numerous traffic accidents to children, gangs, and the troublesome mischief that is often the forerunner of serious delinquency. The delinquency rate for the area as a whole has been 5.6 per thousand children of court age, about that of the city, but in the blocks around one school it has been conspicuously higher (7.7).

For ten years, the closest link between the five schools and the community has been the visiting teacher, Viola M. Mitchell.

One of her first efforts was to interest the community in all-day summer play-schools. Through the cooperation of the five public-school principals and the parents' associations, a Community Play-School at PS 55 has for the last four summers provided a happy and wholesome program for more than 100 children a day. Only a small fraction of those who apply can be accepted. The difficult choice is made on the basis of health, behavior problems and home situation.

With Mrs. Mitchell's unobtrusive leadership, there was formed three years ago a Joint Liaison Committee, including the district superintendent, the five school principals, the visiting teacher, the head of the branch public library, the presidents of the parents' associations and representatives of the Crime Prevention Bureau and other social agencies. The first purpose of the committee was to study community conditions "as they affect the children of these schools."

Even a preliminary survey brought out the lack of wholesome recreation for the children, particularly for the 531 Negro children in these schools. To help meet this need, the committee sponsored a Community Boys' Club. Robert G. Jones, a colored college graduate with experience as a boys' club director, was selected as club leader. Membership was open to boys from six to highschool age. Within a few days after the plan was launched, a year ago, registration had reached 200. It soon jumped to 400, then 600. More than half the boys who came were white, and the committee decided to have the club "open to all." The leader was paid for a time by the Gibson Committee, then by the Joint Liaison Committee, later by the Civil Works Administration. He now has seven assistants. Except for salaries, the Joint Liaison Committee and the groups it represents has financed the club.

From the beginning the club projects have been initiated and carried on by the members themselves. There are hobby groups—stamp collecting, "foreign travel," dramatics, art, Indians, singing and so on. Eleven older boys act as project leaders, but as they often get part-time jobs their attendance is irregular.

A meeting place was a real problem. Charges for heat, light, janitor service and so on made the school buildings out of the question, even had it seemed possible to cut through jungles of red tape to secure permission for their use.

THE club first occupied the basement of the local Democratic Club which the members cleaned and put in order. When this was outgrown the boys moved to an unheated store, which proved impractical for winter activities. The present meeting place is a dance hall. In the one big room there are usually a half dozen "rings,"—one group singing, another rehearsing a play, a third telling stories, a fourth building wigwams. As Mr. Jones rather wistfully comments, "It's hard to do a decent job." By six o'clock all club equipment must be put away, the place cleaned up and left ready for the evening's dance.

The club has the use of both indoor and outdoor play space at PS 55 for athletics. How hard it is for children to use the schools for anything except prescribed routines was shown by the struggle of the club to obtain permission to play basket-ball at PS 55. Baskets and their standards lay in a corner of the yard, but it took two months and much travelling from office to office by the club leader before the proper department of the Board of Education actually ordered the necessary repairs.

More than 900 children a week use the club facilities, including a newly organized girls' unit of 100. Registration in this, as in the boys' groups, has to be sharply limited, because of limited supervision and space. As Mr. Jones says, "The hardest part of our job is turning so many away."

That the club has helped safeguard the children is definitely felt in the homes, the schools and the social agencies. One principal commented, "As soon as a boy gets into the club, there is a change in his work and in his behavior in the classroom. At last we are getting treatment instead of endless diagnosis."

The Crime Prevention Bureau has found it possible to drop from its lists several names, giving credit to the club for improved attitude and conduct. Much more numerous are the "problem boys" won to wholesome activity before becoming "court cases."

During the past school year Edna V. Dawson, a graduate student from Teachers College, Columbia University, was given a fellowship by the American Association for Adult Education to study the "relationship between adult education and parent education in a specific community," and to try to discover "new approaches to the problems of school, home and community." The area chosen was that in which the Joint Liaison Committee and the Community Boys' Club function. Her study indicated, she states in her report, "the need for a neighborhood organization particularly interested in the Boys' Club and in the need of supplementing its program to reach the parents and adults in the neighborhood."

With some assistance from this student, from the visiting teacher and the borough president of the United Parents' Association, a League of Neighbors has been formed to meet this opportunity. The president of the new group is a Negro Protestant woman, the vice-president is Jewish, the treasurer a colored Seventh Day Adventist and the chairman of the membership committee an Italian Catholic. The president has been made a member of the Joint Liaison Committee. In its first weeks, the League has sponsored a child-study group, reading lists and a collection of books and magazines for the Boys' Club and for adults, a neighborhood "party," a discussion meeting, led by a member of the faculty of Teachers College, on children's play interests and activities, and a meeting with the librarian who "told quite informally what the library had to offer in helping people to learn more about all kinds of problems."

Commenting on what is going forward in this community, Mrs. Robert V. Russell, president of the United Parents Associations of New York City, states in her report for the 1933–34 school year:

> After six months intensive study and an active program it is interesting to note that many people and agencies are claiming credit for the astounding change in this community, where streets are safer for small children and property protected because the older boys and girls are now engaged in organized, constructive, partially self-directed activities instead of gangs; where race differences are being forgotten by adults and children through the important business of making these beginnings permanent. . . .
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> We would like to point out that the vision and the social-mindedness of the visiting teacher and the five local principals and their willingness to give of themselves has made this whole project possible. . . . Finally, what to us is most important, the development of local leadership is in progress which is the assurance of permanent results. We believe that every community has within itself the leadership necessary for its own evolution but that we must discover that leadership and provide for its training.

Unscrambling the Settlement Laws

By H. M. HIRSCH

Assistant Commissioner, New York State Department of Social Welfare

FOR two hundred years people have talked about abolishing the settlement laws, but they are still with us. As far back as the beginning of the eighteenth century Bishop Burnett, in his History of Our Own Time, stated that the Law of Settlement and Removal should be "well reviewed, if not entirely taken away." Half a century later (1758) James Massie in A Plan for the Establishment of Charity Houses said that "giving every poor person a right to relief when and where he or she shall want it would put an end to all lawsuits about the settlement of the poor." This is in essence much like the proposals that social workers have been putting forth in this country for forty years, yet no one has been able to work out a practicable method of accomplishment.

Now if forty—or two hundred—years of gnawing at the problem does not get anywhere, something fundamental must be holding us back. This fundamental I take to be the complexities of human nature, with its negative compounds of cruelty, selfishness, clannishness and greed and its positive qualities of self-preservation and fair play. In short, "the cussedness of the critter."

As a practising state welfare official I believe the abolition of settlement laws to be impracticable if not impossible. Settlement laws are essentially necessary. What they need is uniformity and a good dose of common sense and case work mixed into their interpretation and administration.

If the settlement laws were wiped out at one fell swoop conditions would be even more complicated and chaotic than now. There would be a tendency for people to shift about with less responsibility, and a greater number would move about unnecessarily. Certain places, notably cities with industrial plants, good hospitals and social agencies, and regions with a mild winter climate, would be loaded down with people belonging elsewhere, resulting in a great burden on the communities obliged to take over their care. Persons requiring relief would probably be "passed on" more than ever.

THERE is no manner of doubt that the literal enforcement of the settlement laws of some districts brings unnecessary hardship into the already complicated lives of people who have been jarred out of their niche in life by the hazards of the Machine Age—and by the depression. The thing to do is not to be too literal.

A state system of relief for unsettled and nonresident poor, instead of town, city and county systems, seems to be desirable. The state of Massachusetts now has such a system. If it prevailed generally, nonresident and unsettled indigent per-

sons would, in my opinion, be better and more adequately cared for with less "passing on" by the local authorities.

In the New York State Department of Social Welfare, elasticity is the keynote in the matter of removals to place of settlement. The Division of State Aid seeks the adjustment which is in the best interest of the individual nonresident within the state. Not all people are removed to their settlement. Not all of them want to be removed, although the great majority do, for to them removal means "going home."

To discourage unemployed people from looking for work is not in the public interest and is essentially inhumane. It is sure to destroy morale and to put the finishing touch on actual pauperization. Latitude must be allowed when destitution is the result of unemployment. If, for instance, a family is starved out of a small one-factory town by the closing of the factory, tries without luck to find work in another place and then asks for relief, it would be both stupid and cruel to ship it back to its place of settlement so long as the home-town conditions remained unchanged. If there were the slightest chance of future work in the place they came to, if they wanted to stay and the investigation indicated that it was better for them to stay, that family should not be removed to its place of settlement.

In New York State we care for people in this manner. Each case is investigated by social workers before any action is taken. Based on the findings of this social history a decision is made in the interest of each individual or family, regardless of where their legal settlement turns out to be. Nobody is removed from one state to another without first receiving authorization for his return from the public welfare officials in the place of settlement. No dumping, in other words.

Pending the decision on removal by the State Department of Social Welfare, needed emergency relief and hospital care on a case-work basis should be provided for nonresidents in the same manner as for those having a settlement in the town or city where the nonresidents are stranded. While their legal settlement is being determined or verified—a matter that often takes weeks of correspondence—these people need not be haunted with fear or worried by too much questioning.

THE enactment by states of a uniform settlement law for gaining and losing settlement is recommended. Inasmuch as the majority of the states now have a residence requirement of one year in a town or city without receiving public relief, it is logical to believe that we should consider a uniform settlement for all states on the basis of a one-year residence. You will note the inequalities between the states in the length of residence required to gain settlement. The time element alone varies from six months in some states to ten years in Rhode Island. Twenty states have a definite one-year requirement and fifteen others, all in the West or South, have no actual settlement laws but follow the one-year practice. This makes a total of thirty-five one-year states, and leaves thirteen states of which four require a residence of under one year and nine of over one year to gain settlement.

Once a settlement is acquired, such settlement should continue until a new one is gained. Until such time as a uniform settlement law can be brought about between all states, it would seem expedient to enter into reciprocal agreements between the states now having a residence requirement of one year with the states having a residence requirement of more or less than one year.

Massachusetts and New York have a reciprocal agreement which provides machinery for the arbitration of disputed points and establishes a two-year limit as the basis for residence instead of the settlement regulations of five years and one year respectively, in the handling of insane, mental defective and epileptic cases. Massachusetts has reciprocal agreements with eleven states relating to mental cases, while the New York State Department of Mental Hygiene has an agreement with a like number of states. These agreements apply to mental cases only, and the question of settlement is disregarded.

Hardships are unwittingly brought upon themselves by men and families moving about to obtain work or to better themselves. They do not realize that although they may have lived all their lives in one state, if they are absent from it for so short a time as thirty days, in some cases, and then apply for relief or for transportation home, they have technically lost their settlement and "belong" nowhere. Such cases as that of the,—well, call it the Jones family, show up the need for a uniform settlement law in regard to both gaining and losing settlement.

IN 1932 the Jones family of four trekked from California to New York to see if it could better itself. The depression had forced the man to close his store and New York, where his wife had relatives, was the objective for a fresh start. After ten months of discouragement in New York he vanished and hitch-hiked back to the coast to try again where he was known. He gradually rebuilt his business but could not afford the transcontinental fares to bring back his family.

Fifteen months after leaving California, when the wife and children applied to the Division of State Aid, it looked as if they had lost their settlement. It takes three years to gain settlement in California, but only one to lose it. There was also a decided haziness about the length of the man's absence from California, even though he returned before the rest. The humane thing to do was to reunite the family, and this was done at New York's expense and with the consent of the California authorities. In fact California stretched a point here when she could have stood upon a technicality and refused to receive them. This spirit of reciprocity is what is needed between all states before a uniform settlement law can be agreed upon.

Again, as a practising welfare official, I favor a reciprocal agreement regarding reimbursement between the states particularly for indigent nonresident persons requiring continuous care. In New York State in intra-state cases the law provides for reimbursement and the town or city wherein the person has a settlement is responsible for his care, with reimbursement to the town or city actually providing the care.

There would be less criticism of the question of settlement if the public welfare officials throughout the country would make suitable provision for their nonresident cases and unsettled poor persons pending disposition of their cases. Public welfare officials in particular need to know that relief must and should be given to all persons in need, regardless of technicalities of settlement, until a proper disposition can be made of the case. This would break down many ancient barriers of prejudice and provincialism which are woven into many a community as a heritage of the Elizabethan Poor Law upon which our own poor laws were founded.

Critics may say, "Nice sounding plan, but meanwhile people can starve. What's going to happen to the out-of-luck people in the states where they fall between the cracks in the settlement law?" The answer is the Transient Division of the FERA and the federal transient camps. The appointment of State Transient Directors is a forward step which may expedite a more uniform permanent arrangement between all the states for dealing with the nonresident class of dependents.

"Don't Be a Social-Work Air-Plant!"

By GERTRUDE SPRINGER

"OH no, Miss Bailey, it's nothing about the office. It's just these miserable grocery orders and seeing terrible things I can't do anything about. I'm fed up and I'd better quit. I guess I know too much about this relief business."

"And so you're going to run away from it."

Miss Bailey's pencil made minute dots on her memo pad. She had liked this Dawson girl from the day—could it be nearly a year ago?—when she had come to apply for a job—a nice girl from a nice home whom the depression had shaken out of her domestic niche. But her native common sense had ripened till she was now one of the dependables among the young workers. Miss Bailey did not want to lose her nor did she want her to go, feeling as she did.

"Of course if you really want to quit—" Miss Bailey had a faint suspicion that this was going to sound like a lecture. "But has it ever occurred to you that you are fed up not because you know so much about relief but because you know so little?"

"So little!" Miss Dawson registered amazement. "Why, for a year I've done nothing but battle with it—messed up families and girls and boys going to the devil. And all I can do is to trot around with grocery orders."

"Yes, trotting around with grocery orders is pretty thin business if that is all you make of it. The trouble with you, Miss Dawson, is that you've just discovered things that have been going on—oh, since Adam and Eve, I suppose. Children without a chance and decent families going to pieces for lack of a job have been under your nose in this town ever since you were born, but you haven't known or cared. Now you are brought face to face with it all and you are shocked. All you see is relief and all you know about relief is a grocery order. You see an acute human situation but you don't see that situation in relation to human experience. Instead of quitting your job why don't you put some content into it—learn something about it—give it some roots? It's just an air-plant now."

"You mean I ought to study? Where? You know I can't go away."

"But you can read, can't you? There's a good deal of knowledge and experience that is written down."

"Oh Miss Bailey, don't ask me to read those terrible social-work books. By the time night comes all I want to do is go to a movie or read about beautiful girls with romantic suitors."

"So that's your escape, is it? Mine's mystery stories. Just what exactly have you read that you think social-work books are so terrible?"

"Well, I tried Social Diagnosis, but it was too much for me. I struggled along for thirty or forty pages and gave up."

"I'm not surprised. A lot of people give up Social Diagnosis in the first fifty pages. That book was never meant for general reading or for beginners in social work. It is really a textbook, the whole first part treating the legal aspects of evidence. But don't try to read the first part now. Skip it, and get into the second part which is about the job you are doing.

"However,"—Miss Bailey was warming to her subject—"I wouldn't start with Social Diagnosis. Why don't you get some real background? You think relief is terrible—and it is—but if you knew how much less terrible it is now than it was even a generation ago, perhaps you'd not be so discouraged."

"You mean I should go farther back than case work?"

"Yes, far enough back to see the whole panorama of American social work, how it started and how it evolved into what it is today. It isn't dull. It's interesting. If I were you I'd have a look at American Charities, by Amos G. Warner, the new edition revised and brought up-to-date by Stuart Queen and E. B. Harper. Probably you'll skip parts of it, but presently you will find yourself relating what you are reading to what you are doing. It's as good a first root as I know."

"But what about case work? Should I start then on Social Diagnosis?"

"I wouldn't. First try Karl de Schweinitz', Art of Helping People Out of Trouble. Then there's Miss Richmond's, What Is Social Case Work?, not nearly so big and formidable as her Social Diagnosis. If you'll read that first—and not too fast, mind you, don't try to get it at a gulp—you'll find that it will carry you along into Social Diagnosis. After that, for an understanding of kinds of case work, I'd read Social Case Work, Generic and Specific, and certainly I'd read Grace Marcus' Some Aspects of Relief in Family Case Work. That will give you fresh ideas and a new taking-off place."

"But isn't all this pretty general? Isn't there something closer in? Take interviewing, for instance. In spite of all the unemployed I've interviewed this last year, I'm still at sea. Every case is different and no rule works twice in succession."

"So you realize that, do you? No, there isn't any book of rules that fit every case, and as long as people are different there won't be. But there are certain principles and there is recorded experience. There is, for instance, the fat pamphlet, Interviews, published by the American Association of Social Workers, and another one, Interviews, Interviewers and Interviewing, in which a number of articles first published in The Family are brought together. Neither of these will do your thinking for you, but they will help you to use your own head."

"But what about these terrible family situations that no grocery order is going to help—families breaking up and children on the loose? Is there an answer to things like that?"

"Not a complete answer, but a lot that will help you to see below the surface and to help people find their own answers. I'd certainly read Broken Homes, by Joanna C. Colcord for general background. Of course there is an enormous literature

Miss Bailey Says . . .

"Trotting around with grocery orders is pretty thin business if that is all you make of it. Why don't you put some content into your job, learn something about it, give it some roots?" Tapping experience, not all her own, she here advises a young worker of her staff what to read and how to read it in order "to take the curse off grocery orders."

The sixteen previous articles in this series are now available in two pamphlets, Miss Bailey Says. . . . Thirty cents each, postpaid of The Survey.

Miss Bailey's Book List

All prices postpaid of The Survey

AMERICAN CHARITIES AND SOCIAL WORK, *by A. G. Warner, Stuart Queen and E. B. Harper. Crowell. 616 pp. Price $3.75.*

THE ART OF HELPING PEOPLE OUT OF TROUBLE, *by Karl de Schweinitz. Houghton Mifflin. 231 pp. Price $2.*

WHAT IS SOCIAL CASE WORK? *by Mary E. Richmond. Russell Sage Foundation. 268 pp. Price $1.*

SOCIAL DIAGNOSIS, *by Mary E. Richmond. Russell Sage Foundation. 511 pp. Price $2.*

SOCIAL CASE WORK, GENERIC AND SPECIFIC (A report of the Milford Conference.) *Amer. Assn. of Social Workers. 92 pp. Price $1.*

SOME ASPECTS OF RELIEF IN FAMILY CASE WORK, *by Grace Marcus. New York Charity Organization Society. 140 pp. Price $1.*

INTERVIEWS. *American Association of Social Workers. 84 pp. Price $1.*

INTERVIEWS, INTERVIEWERS AND INTERVIEWING. *Family Welfare Association of America. 133 pp. Price 75 cents.*

BROKEN HOMES, *by Joanna C. Colcord. Russell Sage Foundation. 208 pp. Price $1.*

THE PSYCHOLOGY OF INSANITY, *by Dr. Bernhard Hart. Fourth edition. Macmillan. 191 pp. Price $1.*

MORALE: (The) MENTAL HYGIENE OF UNEMPLOYMENT, *by Dr. George K. Pratt. National Committee on Mental Hygiene. 64 pp. Price 25 cents.*

YOUTH IN CONFLICT, *by Miriam van Waters. New Republic. 293 pp. Price $1.*

PARENTS ON PROBATION, *by Miriam van Waters. New Republic. 333 pp. Price $1.*

SEX AND COMMON SENSE, *by A. Maude Royden. Putnam. 211 pp. Price $2.50.*

NEW ALIGNMENTS BETWEEN PUBLIC AND PRIVATE AGENCIES, *by Linton Swift. Family Welfare Assn. of America. 72 pp. Price 50 cents.*

SOCIAL WORK YEAR BOOK: *1933, edited by Fred S. Hall. Russell Sage Foundation. 680 pp. Price $4.*

RURAL COMMUNITY AND SOCIAL CASE WORK, *by Josephine C. Brown. Family Welfare Assn. of America. 165 pp. Price $1.*

INDIVIDUALIZED SERVICE FOR TRANSIENTS, *by Robert S. Wilson. National Assn. for Travelers Aid and Transient Service. 79 pp. Price 50 cents.*

SETTING UP A PROGRAM OF WORK RELIEF, *by Joanna C. Colcord. Russell Sage Foundation. 23 pp. Price 25 cents.*

WORK RELIEF IN GERMANY, *by Hertha Kraus. Russell Sage Foundation. 93 pp. Price 50 cents.*

Periodicals

SOCIAL SERVICE REVIEW (quarterly) *University of Chicago Press. $4 a year.*

SOCIAL FORCES (quarterly) *University of North Carolina Press, Chapel Hill. $4 a year.*

THE FAMILY (monthly) *Family Welfare Association of America. New York. $1.50 a year.*

SURVEY GRAPHIC (monthly) THE SURVEY (monthly) *$3 each, $5 for both.*

on why people behave the way they do, but I'd take it by degrees if I were you. As a place to start there's a good old book in a new edition, The Psychology of Insanity, by Dr. Bernhard Hart, which throws light on why we all do queer things and on how we rationalize. For understanding the mental hygiene of unemployment don't fail to read Dr. George K. Pratt's little pamphlet, Morale. It's simple and sound and up-to-the-minute.

"For the problems of young people you'll find real understanding in two books of Miriam van Waters', Youth in Conflict, and, Parents on Probation. They are not new, but they are wise. There are, of course, a world of books on juveniles and their ways, but that subject too I should take by easy stages."

"And then there's sex," put in young Miss Dawson.

"Yes, there's sex," went on Miss Bailey, "and the only thing we can do about it in relation to our clients is not to wear blinders. There's a world of literature on that too, so much that it's easy to get out of your depth before you can swim. In many of the books I've mentioned you'll find sex treated as one of the things that make people behave the way they do. For the sociological point of view you might read, Sex and Common Sense, by Maude Royden. It is old but sound, written not by a psychiatrist or even a social worker, but by an honest, intelligent layman."

"BUT Miss Bailey, aren't all these books tied to private social work? After all we're a public agency, and that's different."

"We-ell, yes, different in form of organization and source of funds, but the people are the same old human beings and the job is still one of basic human understanding. So far as public organization is concerned we're moving so fast these days that the books haven't caught up with us. You'll get the historical background of public welfare work in American Charities. Then there's a recent pamphlet by Linton Swift called, New Alignments Between Public and Private Agencies, that will give you an idea of where we seem to be heading.

"But generally speaking we are making history right now rather than recording it. The Social Work Year Book, a few pamphlets and periodicals such as, The Social Service Review, Social Forces, The Family and of course Survey Graphic and The Survey, are about all we have on our present fumbling attempts to deal with large-scale situations that are relatively new to us. Take rural social work, for instance. We've had studies of country life, but except for Josephine C. Brown's, Rural Community and Social Case Work, there is very little that shows us a place to take hold. Mostly we must look to the fragmentary experience recorded in the periodicals. And take the transient—we've had reams on the homeless man, but the depression-model transient is something new to us. There's a new pamphlet, Individualized Service for Transients, by Robert S. Wilson that is a help, but the whole story isn't written yet. It's just being made.

"Then there's work relief. With little or no experience to go on, look what we're doing! But if you want to learn about it by reading, there's Joanna C. Colcord's little pamphlet, Setting Up a Program of Work Relief, and there's Hertha Kraus', Work Relief in Germany, but mostly we must turn to the periodicals.

"The same thing is true,"—Miss Bailey knew she was lecturing now, but she was having a marvelous time and didn't want to stop,—"of new things that are happening—client organization for example, and new approaches to group participation. You can't read about them anywhere but in the magazines. Elizabeth Nutting's account of the beginnings of the Dayton Production Units in The Survey of December

1932, for instance, or Elizabeth Dutcher's story, in The Survey, of February 1934, of how client participation developed in the Brooklyn Bureau of Charities, or Esther Twente's article in The Family, back in October 1931, about how she and her clients carried out a work-relief project in wood-cutting. These are all experiments that have no boundaries in public or private social work. They belong to all of us, and if we are smart and ingenious enough to pick them up and use them we may be able to take some of the curse off the grocery order."

Miss Dawson looked at the pad on which she had been jotting down notes. "Seems like a lot of reading. Isn't there any one book that brings this all together and up-to-date,—the history, philosophy, theory and practice of the whole business?"

"No, there's no primer, no royal road to knowing what your job is about. Not even doing is enough, as you discovered to your own discontent."

"But where can I get all these books? Our public library doesn't have them all."

"You don't have to buy them all at once. I'll lend you my American Charities to start with if you'll promise to take it slow and give it a chance. I have some of the others too. Perhaps we could start a little lending library of our own. Do you think any of the other girls would be interested? We could save up the rental fees to buy new books."

Miss Dawson was at the door before Miss Bailey remembered something.

"My goodness, we haven't said a word about the economic and industrial side of all this."

Miss Dawson threw up her hands. "Please, please, no more now. Give me a chance at these."

"All right. But mark my words you won't get very far before you begin to ask questions. Oh,—and about your leaving—"

Miss Dawson smiled. "Do you mind if we just forget that until I've had a go at some of these books? I guess I don't know so much about this relief business after all."

Admitter or Discharger?

By MATHILDA MATHISEN

Case Supervisor, Social Service Department, Charity Hospital, New Orleans, La.

"WELL, you know, large hospitals have people trained to serve as admitters," a lay woman said, trying to define medical-social work. "Now the hospitals have discovered they need a discharger too, because charity patients often like the hospital too well. So they hired social workers as dischargers."

In my experience even many doctors in publicly supported hospitals consider that the main service rendered by the social worker is to empty beds. To do so speeds the "turnover" and consequently increases the number of interesting teaching cases. Sometimes doctors' demands are so insistent that they border on the unreasonable.

What does this mean for the social worker? First of all, cases are not referred to her until the outgoing patient is on the doorstep. Then rapid work by telegram or telephone; a leisurely or thorough investigation is impossible. Working up rapport with the patient so that problems unearthed in a hasty conference may be treated later is out of the question. Inevitably there is antagonism on the part of relatives or of agencies who take on responsibility for the patient.

If the worker succeeds in getting patients out she intensifies the idea that this is her main function. Such a routine gives little chance to work out a careful plan or to talk over each step of the plan with the physician and thus help him to understand what services she is equipped to give. Usually the case is not referred to her until the interne and the nurse have exhausted their resources for getting the patient out. The social worker takes it up at a point when everyone is irritated. The patient may have been driven into a negativistic attitude almost impossible to break. It is significant, for instance that for the month of October in Charity Hospital, 52.7 percent of all "refers" on the wards were for making discharge arrangements, and that two thirds of these revealed no other treatable problem.

This does not mean that all these patients were refusing to leave the hospital and that the social worker by her superior powers of persuasion made them depart. It does mean that something definite stood in the way of discharging the patient —lack of railroad fare, the need for long continued care in clinic for an out-of-town patient, lack of resources of one kind or another needed to carry out the doctor's recommendations. Of course, a skilled worker realizes that when a doctor refers a patient to get him out, the worker may uncover a multitude of problems of which the doctor may or may not be aware. For example, on a cancer service, discharge arrangements often consist in making plans for long-time bed care or terminal care or for clinic visits extending over many months or even years, plans which cannot be made hastily. Ideally the case should be referred immediately upon the patient's admission to the hospital.

Entirely aside from this service, however, is the idea that the social worker should stand in the same relation to discharges as she does to admissions. She would have to interview each patient to make sure that he understood the doctor's plan of treatment. She would in some instances have to get the physician to modify his recommendations in the light of social conditions. If she uncovered problems that needed long-time careful treatment she would have to refer them to workers equipped to do that work.

Just how this ideal situation could be brought about would require discussion on the part of workers now engaged in ward work all over the country. A few suggestive questions are: When should the discharge officer make contact with the patient? Should she see all patients or pick only certain diagnoses that imply problems? If contact is made at time of admission, how can she keep informed on changes in the situation due to a shift in medical plans? What shall be her relationship to the case workers? Should she have certain specific duties such as securing charity rate tickets or notifying relatives? What proportion of the social-service staff should be engaged in this work?

Certainly if the social worker has made a real contribution in the admission department of the hospital, it seems logical that she would also be a strategic person to help the patient out of the hospital and still carry out her main function—that of helping to make the doctor's recommendations effective.

THE COMMON WELFARE

1878—Arthur Kellogg—1934

IT is not easy for his associates to write of Arthur Kellogg, managing editor of The Survey and Survey Graphic. His sudden death on July 20 has left empty the desk across which passed all manuscripts for the two magazines in every stage of acceptance, editing, illustration, lay-out and proof-reading. To his desk, too, came the hundreds of details of "getting out the paper"—questions ranging from policy to printing contracts. His contacts and his friendships were country-wide. Every day he dealt with an overflowing basket of correspondence and talked with many visitors—Survey authors and subscribers, business agents, students in quest of thesis material, anxious people in search of a job, representatives of other organizations, ever-welcome "old friends" from Michigan and from settlement days. His office door was never closed.

Arthur Kellogg's first journalistic experience was with his home-town paper, the Daily Telegraph of Kalamazoo, Michigan. As reporter, city editor and press representative in the state legislature, he became interested in social questions, in the possibilities of social change. The year he graduated from the New York School of Philanthropy (1903) he joined his brother on the staff of the old Charities, forerunner of The Survey and of Survey Graphic. The rest of his life he gave to their development—as managing editor from 1908 to 1919, business manager for the next six years, and managing editor again from 1926 until his death. From 1920 on he served as treasurer of Survey Associates.

Though his associates knew his deftness and charm as a writer, the pressure of administrative details left opportunity for only two special assignments in the past nine years—his vigorous and colorful reporting of the Mississippi flood in 1927; his trenchant summary of the Payne Fund Study, Minds Made by the Movies (May 1933.) All in the day's work were the "Gist pages," editorial notes and boxes, captions, brief reviews and "Common Welfares" that he dictated or swiftly wrote in long hand on his thick memo pad. "How's this?" he would ask, offering the needed sentence or paragraph—crisp, vivid and "to space."

But though we recognized and depended upon his versatile abilities as managing editor—his decision and resourcefulness as an executive, his editorial skill in making manuscripts take on life, his keen news sense and wide acquaintance with individuals and organizations—the editors and the friends of The Survey have lost in his death more than a chief of staff. The things that his name most clearly recall are those that elude description or appraisal. But those who knew and worked with him will keep in grateful memory his gaiety and ready laughter, his tolerance and poise and self-forgetfulness, his sympathy, his patience, his love of life, his faith in human beings.

THE EDITORS.

The Drive for Security

WITH the appointment of a "production manager," the President's committee on economic and social security settles to its huge task. Edwin E. Witte of the University of Wisconsin has been selected as executive director for its study by the five committee members appointed by the President on June 29. Dr. Witte, professor of economics and chief of the Wisconsin legislative reference library was chosen, Frances Perkins, secretary of labor states, because of his background and "his reputation as an extremely efficient and hard worker."

Two technical committees will assist in the study. The first, made up of federal, state and municipal government experts, is in process of organization. The second, a general advisory council, will give representation to employers, labor, farmers, professional groups and the general public.

The committee's mandate is to study economic hazards and methods of fending against them. It is not bound in advance to any type of social insurance or any other one method of dealing with the insecurity due to illness, old age, widowhood, unemployment caused by depression, seasonality, and technical change, though these and other related problems come within the range of its inquiry. The committee's first specific task is to survey the possibilities of old-age and unemployment insurance. Its first report is to be ready by December 1.

The members of the committee are Frances Perkins; Henry Morgenthau, Jr., secretary of the treasury; Henry A. Wallace, secretary of agriculture; Homer S. Cummings, attorney general; Harry L. Hopkins, FERA administrator, who is combining a vacation abroad with a study of European social insurance.

General Strike

THE general strike which paralyzed San Francisco for four July days was declared by organized labor in support of longshoremen and marine workers whose controversy with their employers had dragged on since early March.

Labor's united front was undoubtedly stiffened by the uncompromising attitude of the waterfront employers in refusing to settle with the unions. Resentment increased when police and then militia were thrown in to protect strike breakers and violence resulted. That the general strike itself was comparatively peaceful was due to the self-discipline of its participants and to the common sense which prevailed in the community against pressure from the Industrial Association and similar groups to have martial law declared. The situation was lifted not by force of arms but by the very unwieldiness of the general strike as a weapon.

In a modern city, dependent on the orderly flow of business and industry for food, milk, fuel, light, transportation, communication, refuse disposal, work must go on. A few excep-

tions—food for hospitals, gasoline for doctors' cars, milk for babies—were allowed by the Strike Committee, as has been the practice in other general strikes. But such concessions suffice only for a few days. If the work necessary to save the community from hunger, pestilence and confusion is performed for employers, the strike is broken. If the workers themselves take over these essential services, the situation takes on a revolutionary cast. Occasionally a general strike has been declared for a short stated period, a few hours or one day, as a show of strength and determination. But when, as in Seattle in 1919, in England in 1926, in San Francisco last month, the general strike is a desperate attempt by labor to gain its point through such direct mass action, the inherent dangers of the technique usually force a truce and a resort to alternative methods of settlement.

This has been the case in San Francisco, where the new machinery created by Congress in the closing days of the session in June, has been put to work. As this is written, strike leaders as well as rank-and-file union members are flocking to the polls to cast their secret ballots in the election organized in San Francisco and other Pacific ports by the President's National Longshoremen's Board, with all indications of overwhelming acceptance of arbitration by the board. The presumption in many quarters that current labor troubles up and down the Pacific Coast are inspired and led by agitators and communists must not be permitted to obscure this willingness of labor to cooperate with responsible public agencies working toward industrial peace. Even more important is it to keep clearly in view the basic causes of the strikes on the Coast, in Minneapolis and elsewhere—the right of employes "to organize and bargain collectively through representatives of their own choosing," guaranteed them by the Recovery Act but still often denied in practice.

Crusaders, 1934

THE cloistered remoteness of the college campus has long been deplored by American educators and public leaders. During the past year there has been increasing evidence that the yeasty ferment stirred up by the depression, the New Deal and the international tensions has finally made itself felt even in the colleges. And now comes news of fifteen college students who, hitch-hiking and by bus have reached New York City to participate in a six-weeks training course for radical organizers and propagandists. The session is organized and sponsored by the League for Industrial Democracy and a similar school is being held at High Point, North Carolina. The students come from California, Colorado, Tennessee, Texas, Utah, the Middle-West, the Atlantic seaboard. The course was organized, one of its leaders states, "in response to student need to know something of the problems of organization and propaganda, to be better servants of the whole labor movement." Each morning there is a two-hour lecture and discussion meeting, centering on the topic of the week—civil liberties, unemployment, the technique of propaganda, the history of the Socialist movement and so on. The rest of the day the student spends "in the field," on some definite organization job to which he or she has been assigned.

The leaders of the training school cite the maturity and the sense of responsibility of this student group and their "ability to think in terms of a revolutionary student movement" as the reasons behind their long trek to New York and the weeks they are willing to spend in hard study and work in a hot and grimy city. But to us who ride up and down in elevators with them at 112 East 19 Street (the address of both The Survey and the LID) these eager youngsters seem to share with the youth of all lands and times a hunger for adventure and a willingness to fling itself into battle for a vision and an ideal.

Headache for the Movie-Men

WITHOUT wishing to add to the pain and grief of the motion-picture industry in its present predicament of trying to find out what a "moral standard" looks like on the screen, it occurs to one that they might well take a look—as perhaps they have—at the numerical proportions of the church bodies which have given them their worst headache in many a moon.

In a recent issue of The Christian Herald, George Linn Kieffer, president of the Association of American Religious Statisticians, puts the grand total of 1933 membership in organized American churches at 60,812,874—which is a lot of church members to descend on the movies or anything else. Moreover the religious bodies showed last year a total membership gain of 655,482, putting the proportion of church folk to the total population at 48.37 percent. Methodists held top place in gains with a total of 213,666 new members. The Roman Catholics, still by far the largest denomination in the country with a total membership of 20,324,144,—and remember they started the movie ruckus—had, according to Mr. Kieffer's calculation, the relatively small gain of 52,426. Among the Protestant denominations the Baptists led with a membership of 9,866,209, followed by the Methodists with 8,766,017. Ministers of all faiths numbered 239,518; organized churches, 242,011.

If one figures the potentialities of all these folk as organized consumers under aroused and militant leadership—and that's the way they are acting these dog-days—it is small wonder that the movie industry has a headache.

Outwitting the Supercargo

FROM the days of the caravans, disease has followed the trade routes. When sailing vessels took a month to cross the Atlantic, there was a chance to observe and take measures against ailments with which the passengers might have embarked unawares. Ocean greyhounds complicated transoceanic control, as the automobile, which can transplant people hundreds of miles in a day, complicated it internally. Now the airplane because still speedier and not yet covered by medical inspection makes it still more difficult. In 1932 more than 25,000 people arrived in the United States by airplane from foreign ports, and more than 5000 entered without the medical inspection always required at the seaports, because they had permits to land at fields where medical officers were not available. Even medical inspection at all airports might fail to guard against a kind of passenger that has been found on planes from countries to the south of us—the mosquito that carries yellow fever. But if man's ingenuity has incidentally aided the mosquito to get beyond its own cruising radius, it also has developed the means of outwitting it. A long-hoped-for advance in the long and winning fight that the Rockefeller Foundation has been making against yellow fever was announced not long ago when Dr. George E. Vincent announced that the years of research at last had yielded a means of immunizing human beings against the disease. The great progress, first in tracking the disease to the mosquito and then in eradicating mosquitoes already has limited yellow fever to a few remote parts of the world.

UNEMPLOYMENT AND COMMUNITY ACTION

JOANNA C. COLCORD

This department is an emergency information service to public officials and to members, executives and supervisors of citizens' committees. News of interesting developments will be gratefully received by the editors, Russell Sage Foundation, 130 East 22 Street, New York

RUSSELL H. KURTZ

FERA Notes

OCCUPATIONAL STUDY. In order to establish some basis for a judgment as to how many persons can be expected to leave the relief rolls for jobs when employment opportunities increase, the FERA has undertaken a series of studies of occupational characteristics of the needy unemployed in seventy-nine cities.

Details as to education, physical condition, previous occupations, work records, age, sex, color and nativity will be secured. The information "is expected to be highly useful in guiding the development of work programs in the various states and localities. It will throw light as well on what types of relief might be provided for non-employable persons and families." Approximately 175,000 cases are to be studied with results available in the fall.

Work Projects. In a memorandum dated June 29, the FER Administrator announced new provisions as to hours on work projects using federal funds:

(1) The usual hours of labor on all projects shall be not less than six in any day nor more than eight in any day; nor more than thirty in any week, nor more than 128 in any calendar month.

(2) The total monthly hours to be worked may be consolidated in any part of the month within the above thirty-hour limitation.

Exceptions are allowed in a variety of circumstances:

The daily hours specified above may be exceeded in the case of an emergency involving public welfare or protection of work already done.

Workers in supervisory or technical positions, or on non-manual projects, or who are working on individual responsibility such as playground supervisors, research workers, etc., may work less than six hours a day but not less than six hours a week; and may work up to thirty-five hours a week.

In rural areas workers may consolidate the whole of the month's work into one or two weeks and work up to forty hours a week for two consecutive weeks or up to forty-eight hours for any one week when the exigencies of their farm work require or make advantageous this kind of consolidation.

The same exception may be made in rural areas for work performed in exchange for human and feed relief previously given.

In outlying camps forty hours per week and 170 hours a month is allowable.

Educational Work Relief. The FERA has reported on parts of the emergency education program which it sponsored for the six months ending with March 1934 as a means of providing employment to needy teachers.

Nursery schools were set up in thirty-five states, using 4000 teachers and enrolling 61,300 pupils and 18,050 parents. Cost, $1,150,000.

Illiteracy classes were conducted in forty-four states, serving 113,700 pupils and giving employment to 4830 teachers. Cost, $1,140,000.

Adult general educational classes were operated in forty-six states with 18,430 teachers instructing 612,200 pupils. Cost, $5,245,200.

In announcing the discontinuance of earmarked funds for these projects for the summer, the FERA reminded the state administrators that there was nothing to prevent their using their general relief funds to keep the work going if they so desired.

The rural schools program ran to the close of the school year in June, several grants being made in that month for its completion.

Institutes for the training of teachers in the field of workers' education were established in July at a number of points throughout the country, special federal funds being earmarked for that purpose. Workers' schools, manned by these trainees, will be opened in the fall.

Summer opportunity schools for women have been offering short courses in home-making and elementary educational subjects in a few states, special funds being granted to meet their cost.

Total expenditures for the educational program from May 1933 to July 1, 1934, were $27,709,337.

Announcement has just been made by FERA that $13,500,000 has been set aside to provide part-time work for about 100,000 needy young college men and women, to aid them through the coming academic year.

Transients. Transients who find themselves able to vote and who exercise this privilege disqualify themselves, ipso facto, for further relief as transients. The FERA has ruled that the relief needs of such persons "must be taken care of in some other manner."

State directors have been notified that such regional conferences as they may wish to hold in the future must be cleared through the Washington office. They have also been cautioned to hold the output of transient-edited camp papers within reasonable bounds.

Seamen are to be cared for as a distinct group from now on. Only those persons who have shipped within the two years previous to registration will be regarded as eligible for seamen's relief. A special work policy will apply:

The majority of seamen can, in course of time, secure employment. It is therefore expected that most of their time will be spent in looking for regular employment. They shall, however, be expected to perform such work as is involved in their own maintenance.

Grants for transient relief in June totalled $3,748,882.

Food Surpluses. The FERA Director of Commodity Distribution has called the attention of state administrators to the possibility of securing local food surpluses, at little or no cost, for distribution to families on the relief rolls. Such surpluses, he advises, together with the produce from community relief gardens, should be used up in their fresh form so far as possible "either supplementing or substituting for foodstuffs otherwise distributed through issuance of cash relief or store orders." Excess amounts "should be made the subject of work-relief projects in drying, canning or otherwise preserving the food for relief distribution. . . . Should any state have an excess of foodstuffs which cannot be absorbed within the state in preserved form, this office should be notified at once. . . . Should the quantity be considerable, the [FSR] Corporation will endeavor to transport and redistribute these commodities as a part of its Commodity Distribution Program."

Mattresses and Comforters. Announcing the purchase of 250,000 bales of cotton to be distributed among the several states without charge for local fabrication into mattresses and comforters, the FERA has given the Women's Division a task that will keep it occupied well into the fall. This division will have charge of the development of the project on a local work-relief basis. It has outlined a uniform plan for procedure which includes specifications for both workroom and product. States may secure their quotas of raw cotton and ticking from the FSRC but must be prepared to furnish "findings" locally.

Financing. During the first quarter of 1934 (a period in which CWA operations threw direct relief statistics out of balance to a considerable extent) the total obligations incurred for direct unemployment relief from public funds in the continental United

States amounted to $180,590,950. Of this amount, the federal government provided approximately 48 percent, the states 33 percent and the local subdivisions 19 percent. In eight states (Alabama, Arkansas, Florida, Louisiana, Mississippi, New Mexico, North and South Carolina) the federal government put up more than 95 percent of total funds used.

In June, $117,774,615 was granted by the FERA for all relief purposes.

"Homestead Rehabilitation"

A NOVEL device has come out of *Kansas* entitled the Homestead Rehabilitation Plan. It represents a blend of self-help, work relief, subsistence farming and community cooperation, according to an entirely new formula.

The core of the plan is the assignment by the ERC of relief workers to tasks in and about their homes, rather than on public improvement projects. Since this involves the improvement of private property with governmental funds, new scales of working hours are introduced and cooperative contributions from the benefiting property owners are called for.

The plan operates in this fashion: Jones, relief client, needs twenty-four hours of work-relief per week to meet his budgeted need. He is willing to work longer in order to improve his living conditions above the bare minimum of subsistence which this wage provides. He is told that if he will become a "home cooperator" and work forty-eight hours per week on an approved "family enterprise" under ERA supervision he will receive the following additional benefits:

(1) A 25 percent subsidy, in materials, livestock, and other chattels, from the ERA.

(2) A remission of rent or provision of chattels from his landlord equal to the full value of the extra twenty-four hours labor which he performs in the improvement of the landlord's property.

(3) Certain far-flung advantages accruing from membership in a "home cooperative" or neighborhood self-help unit which he is expected to join.

He agrees to the plan and starts upon the new life. This may or may not involve his being transferred to a rural setting; if he is a cobbler, for example, he may be allowed to remain in town, where for twenty-four hours a week he will engage in "production work" for his own use and for the cooperative to which he is assigned. The second twenty-four hours of his contracted week he devotes to "capital improvement work" to compensate for the contribution of his landlord or other donors of services or materials. The ERA subsidy of 25 percent comes to him as so much velvet.

The home cooperatives are set up as neighborhood units, woven into county federations, and supervised by a county committee composed of the county poor commissioner, agricultural agent, home-demonstration agent, and the case supervisor. They serve as clearing centers for the exchange of surplus goods and services produced by the member "home cooperators."

Among the advantages claimed for the plan are these:

It focuses the attention of families upon self-help rather than relief.

It attracts aid from relatives and neighbors.

It broadens the base and raises the level of living.

It occupies the time of the client and his family in constructive activities.

Slowing Up

THE *Texas* director of rural rehabilitation announced on June 23 that because of the lateness of the season and the general drought conditions prevailing over most of the state, the general policy for the rest of this year will be to limit the capital aid furnished to back-to-the-land clients to such items as "milk cows, meat hogs, breeding gelts, laying hens, seed for planting summer and fall feed and food crops, and supplementary feed for livestock where justified." He adds:

It is felt that this will be about all the expenditures for capital goods we will be justified in making for the average relief-roll family before another crop year. In some cases the purchase of work stock and farming implements may be justified. . . . The maximum expense for materials for house-repair projects must be held within very low limits.

The Texas program, from which the federal rural rehabilitation plan drew its inspiration, calls for three kinds of projects fitted to meet the needs of various sections of the state and its population:

(1) Aid to distressed farm owners and tenants in present settings.

(2) Rehabilitation of displaced farm families by re-settling them individually upon the land.

(3) Colonization into small communities around rural work centers.

This program involves arrangements for furnishing domestic livestock, gardens, feed crops, buildings and tools. A local public-works plan is supplementary and applies to all rural communities, with a similar set-up for villages who cannot make the shift to the land.

A recent notice from the director of the Texas relief commission advises that conflicts as to legal residence shall be resolved by the county of residence, from which the family is transferred, carrying the family (case work and finance) until such a time as rehabilitation is well enough along "to make it easy for the new county to take up the burden."

Recognizing the unpreparedness of many women from relief families to perform skillfully the tasks assigned to them by the works' division, the Relief Commission has authorized the establishment of training projects wherein women may be taught sewing, laundering, house-cleaning, and the like. The plan is to place the more competent workers in charge of the novices, all being on work relief.

News from Illinois

THE *Illinois* ERC has received a special grant of $300,000 from the FERA for the completion, by work-relief labor, of school projects left unfinished by the CWA on its termination last March.

The Cook County campaign against "relief frauds," reported in this column in February 1934, has resulted in restitution being made in 702 cases since the first of the year. A total of $28,465 has been paid back by clients who received relief through misrepresentation. "The Commission . . . has filed cases against eighty-four persons who received aid as a result of fraud. In other cases, however, it has taken steps toward recovering the relief it has given without taking the matter before a court."

The IERC has found that 10 percent of the relief families transferred to CWA last winter failed to renew their applications for direct or work relief since CWA closed down. Reemployment is credited with having taken them off the relief market. In addition, 6472 family relief cases were closed in May because of reemployment in regular industry, while only 2620 cases were opened because of new unemployment.

Drought Relief in Two States

IN *Illinois*, five blanket work projects were approved in June as being of general interest to all sections within the recognized drought area of that state.

1. Work involved in receiving, handling, distributing and accounting for the feed and seed shipped in by the director of drought relief.

2. Drilling wells on public property (school grounds, parks, forest reserves, and so on); construction of roadside watering basins; hauling of water in tank wagons to farms and relief gardens.

3. Establishing and operating community canning centers to which relief clients may bring their garden produce for canning and preserving. Includes development of social aspects such as household instruction, recreation and sewing.

4. Operation of idle quarries for production of lime for use as fertilizer.

5. Chinch bug eradication, such as erection of barriers and burning out infested fields.

Assignments of workmen to these projects are not charged against the county allocation for work relief but against special drought relief funds.

Kansas received a special grant of $500,000 from the FERA for water-conservation work during the month of July, with more to follow. "This fund is to be used over and above the regular drought relief and work-relief program," says the Kansas ERC. "It will be used especially to aid in the development and construction of garden ponds, farm ponds, and state, county and city lakes." The construction of garden and farm ponds is to be integrated with the Homestead Rehabilitation program described elsewhere in this department. State, county and city lakes are to be developed on public property or on land specifically purchased for this purpose by local governmental units or by groups of citizens.

The drought-relief program in this state also includes the purchase of famine-threatened livestock, provision of feed and seed, and a variety of work projects calculated to furnish drought-stricken farmers with relief incomes.

New Publications

THE swan song of the CWA is now appearing in the form of reports of the several state CW administrations. These vary from simple typed reports to elaborate printed documents illustrated by charts and photographs. From them, the FERA proposes to compile a comprehensive account of CWA experience.

That subsistence homesteading has not been an unqualified success in *Canada* appears rather plainly in the report of the *Ontario* Relief Land Settlement Committee for the years 1932 and 1933. Nearly 400 families, mostly from urban centers, have been settled under this plan in forty-six Ontario townships. The report deals at length with the mistakes of administration which led to various criticisms, but a recent survey found 65 percent of the settlers declaring that they were satisfied and determined to remain on their homesteads.

The checkered and colorful career of "*Pennsylvania* and Unemployment Relief" from 1929 to 1934, has been sketched by Arthur Dunham in a pamphlet under the above title, reprinted from the Social Service Review for the Public Charities Association of Pennsylvania, 311 South Juniper Street, Philadelphia (25 cents.)

On "The Coast"

IN *King County* (*Seattle*) *Washington*, food allowances were increased 10 percent in June to compensate for the rising cost of living. Families of five will now receive a $6 weekly food grant.

California's $20 million relief bond issue, approved by the voters in June 1933 has been exhausted and that state is wondering how best to raise a like amount in the near future so that the continuance of federal aid on a matching basis will not be jeopardized. It is anticipated that $66 million will be needed for the twelve months beginning July 1, 1934. The FERA is expected to provide more than $40 million of this total.

Half of the state's relief expenditures have been concentrated in Los Angeles County. Labor troubles, involving relief to strikers, have complicated the problem in this and the San Francisco districts.

The "Escrow System"

FLORIDA'S "escrow system" of impounding work-relief earnings in individual workers' funds for release in an even flow through the period of care (see this department for July) has been modified in one important particular of its application. Hitherto, those workers who were unwilling to sign an escrow agreement were given no work but were cared for with direct relief. Desiring to avoid any appearance of coercion, the state relief administration has recently ruled that work-relief opportunities will henceforth be available to all, whether they sign the agreement or not.

The State Relief Administrator, Julius F. Stone, writes:

The higher the state of education of an individual, the more working under the escrow system appeals to him. He likes the idea of continuity of service and regards the accumulation of credit as though it were money in the bank.

The American Federation of Labor in this state is in hearty accord with the escrow system, because it provides means whereby skilled labor on the relief rolls may be employed to the fullest extent consistent with budgetary requirements at its own trades.

In respect to rural rehabilitation, this system works out well because many of the advances have to be made before the farmers can leave their fields to work them out. Likewise the farmer needs to accumulate credit during periods when he cannot work. Many municipalities have adopted the plan proposed by the ER Administrator, of permitting skilled workmen to work out their back taxes on uncompleted community projects. The municipal government and business men of *Lake Worth* are cooperating in a plan by which work on city projects will be paid for in part in "certificates" which can be used to pay off back bills with merchants who have agreed to accept as much of this paper as they can absorb. The city will accept certificates, either from the men to whom they were issued or the merchants who exchanged them for goods, in payment of delinquent or current tax, light or water bills.

Operating Idle Factories

FROM *Ohio* comes word that the State Relief Commission has formed a subsidiary, the Ohio Surplus Relief Corporation, for the purpose of "operating Ohio's idle factories by relief workers, to furnish them with clothing and other necessities, and of leasing farm lands to rehabilitate rural families."

The Commission has sent a request to county ERAs to furnish a report on housing problems and practices and the extent to which the "indigent tenant" law is used. This law provides that a monthly credit may be entered on the county auditor's records equal to one twelfth of the tax due in any single year on property occupied by relief families (see this department, October 1933.)

Cash Relief

LOS ANGELES COUNTY has instituted the cash-relief system in two of its districts, Pomona and Pasadena. Approximately 5200 families are affected. A typical monthly budget is that for a family of five which gets slightly more than $42 to cover the purchase of food, milk, utilities, rent and certain incidentals.

Plans are being worked out in *New Jersey* for the inauguration of cash relief in the food classification. The first steps will be experimental and will provide for a three months' trial under controlled circumstances.

Baltimore

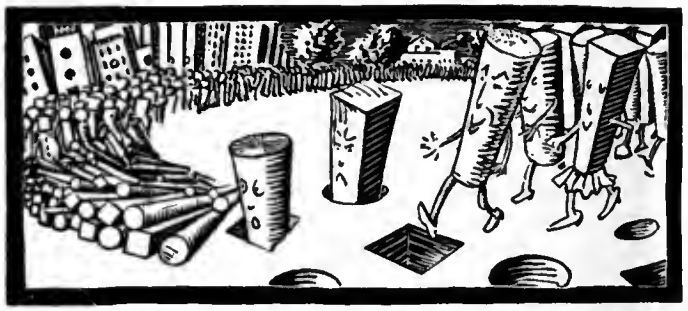
CONTINUING its retrenchment program begun in June, the *Baltimore* ERC has resorted to the temporary elimination of resident unattached persons from relief care and has declared a brief moratorium on the provision of clothing and other incidentals. Through reinvestigation, the case load has been decreased about 25 percent from its peak in the spring.

White-Collar Women

THE *New Jersey* ERA is opening this month in Interstate Palisades Park a camp for clerical or professional women. This will be a cooperative educational project along the lines of *New York's* Camp Tera. One hundred women, from 25 to 45, will be accommodated. They must be unemployed and in need, though not necessarily on relief at time of application.

The *Kansas* ERC has suggested to its local units that the county case supervisors develop classes in home hygiene and care of the sick "in much the same manner as is outlined and operated through the American Red Cross." Unemployed nurses are to be used as teachers on a work-relief basis.

The Committee has also suggested that the county ERAs promote women's projects to aid in the cleaning and renovating of rural school properties.



SOCIAL PRACTICE

Looking for Money

NOT content with assembling a challenging picture of the limitations of relief administration in Allegheny County, the Pittsburgh Chapter of the American Association of Social Workers, in a comprehensive report on relief, federal, state and local, tackles the question of the present financial condition of the city and county, explores potential resources and urges consideration of the inherent danger to local participation in the social-welfare program when most of the funds for relief come, as now, from the federal government. In Pennsylvania, it is pointed out, only 5.5 percent of relief funds are from local sources as against 26.5 percent over the rest of the country.

The report, prepared by the chapter's Committee on Public and Private Relief, Edith Miller Tufts, chairman, puts pressure on the legislature to provide funds in such amounts that, with the addition of FERA grants, Pennsylvania may "administer all forms of direct relief allowed by the federal government." It especially stresses the great need for rent allowances and for an orderly, integrated, relief program.

A Service Grows

THE psychological service organized two years ago by Perkins Institution, Watertown, Mass., for its own pupils has now been made available to all institutions for the blind in New England, thus giving them the benefit of expert staff and modern equipment for mental and achievement tests, aptitude studies and a variety of other services such as corrective speech diagnoses, vocational guidance and educational testing.

This service follows recommendations, national in scope, of the White House Conference on Child Health and Protection. In organizing it Perkins Institution brought together its departments of applied psychology and special studies as well as the work of its teachers of corrective gymnastics and corrective speech and coordinated them into a department of personnel and research to deal with all problems pertaining to personality.

When Clients Complain

TO facilitate the handling of complaints, most of them related to work-relief jobs, the Massachusetts Emergency Relief Administration has set up a State Board of Grievances and Appeals and local boards of from three to five members in a hundred or so towns and cities. Complaints may be made to either the state or a local board but the usual routine is for the local body first to hear the case with possible appeal to the state. Local administrators disagreeing with local decisions may also appeal to the state board. The ERA reports that the local boards have been so effective that there has been little or no occasion to go higher up.

Another approach to the handling of grievances, or, better, to avoiding them, is being made in New York City where Welfare Commissioner William Hodson has "drawn" a panel of five hundred representative citizens to further "more intimate cooperation between the local neighbors and the local relief officials." The large panel is broken down, by place of residence, into smaller panels, one for each of the twenty-seven home-relief offices. In addition to providing an impartial, unofficial check on the operation of these offices the panels will, says Mr. Hodson, provide "a forum and advisory board of appeals to which the unemployed may bring their complaints."

Boys on Their Own Ground

THE bad and near-bad boy who shies away from settlements and boys' clubs is being met this summer on his own playground, the city street, by the New York Crime Prevention Bureau in cooperation with the Welfare Council's Committee on the Prevention of Delinquency, Harry L. Shulman, chairman. In what is technically called a block recreational project, fifty workers supplied by the TERA have invaded an East Harlem neighborhood where only 5 percent of the 304 children known to protective and correctional agencies are identified with regular established recreational activities. Their program, all outdoors, in designated play streets, follows closely the natural play of the neighborhood with as few restraints and penalties as is humanly possible.

Penalties are, it seems, at the root of the difficulties experienced by the regular neighborhood agencies in holding the interest of bad and near-bad boys. Of this Mr. Shulman says:

> Delinquent children resent any form of restraint and when the ordinary settlement or boys' club imposes it in the form of withdrawal of privileges they simply thumb their noses and stay away. Experiments in the treatment of groups of these boys on their own ground have rarely been attempted. This one is being closely observed and its results may lead us to new methods of approach.

They Read About Social Work

THE experiment of the Missouri Conference for Social Welfare in state-wide newspaper publicity for social work in which Uncle Alec Johnson had a capable hand (see The Survey, March 1934, page 96) developed so satisfactorily that at the annual meeting it rated a paper, Education Through the Newspapers, by O. Myking Mehus of the Social Science Department of the Northwest Missouri State Teachers College and chairman of the editorial committee.

The committee solicited and secured from well-known persons active in social work, a number of nontechnical 500-word articles on assigned subjects. It arranged these in a series which it offered to one paper in each county in the state. The articles, the letter accompanying the first one explained, were guaranteed nonpartisan and noncontroversial. They would come along every week, with them a mat of appropriate design to use as a head. Did the editor wish to receive this service?

Eighty of them did with papers having circulations ranging from six hundred to a million. Not all of them used every article of course but by mathematical calculation Professor Mehus arrives at the conclusion that in seventeen weeks one article or another fell under the eye of some 33 million potential readers. He is convinced that small newspapers are a relatively untapped medium for social work's educational message and that the thoughtful organization of material and friendly contacts with editors will turn the trick in other states as they did in Missouri.

Denver Examines Itself

STIMULATED to stock-taking by the activity of the FERA, the Denver Community Chest and the Social Welfare Planning Board of fifty representative citizens have recently subjected the social services of the city to searching analysis and appraisal. The study, directed by A. D. H. Kaplan, professor of economics and supervisor of research of the University of Denver, covered four divisions: family welfare and relief, child dependency, public health and character-building and leisure time. The first two have been completed.

Through the conclusions and recommendations covering the family field runs a constant note of warning that the present responsibility carried by the FERA cannot continue indefinitely and that unless local services are reorganized and strengthened through cooperation and more effective use of funds, disaster is bound to follow. Moreover:

The taxpayers must be convinced of the necessity for providing a regular tax levy for continuing city relief and the chest contributors must be impressed with the need for a skeleton fund for emergency relief for the private agencies.

An interesting proposal in relation to public and private relief agencies is summarized by Frances Higgins of the University:

It is recommended that the local family-welfare agencies lend wholehearted cooperation to the new public agency as the central office for relief. If after six months of honest endeavor . . . results indicate the need for return to the former practice, the Chest may with clean hands come before its contributors with an appeal for relief funds for its family agencies. On the other hand should the undivided attention of the private agency to personal service have vindicated itself in a higher percentage of rehabilitated cases, then the basis will have been laid for a higher standard of social service.

The study of child dependency, summarized by Alvin M. Stockton of the University's School of Commerce, makes the disquieting statement that "the number of children under public care in Denver is 85 percent higher than the average for twenty-two American cities. Apparently one child in every twenty-nine was under dependency care." Placing-out is on the increase in Denver though it still lags behind many other cities. The major recommendation in this field is for greater cooperation between child-welfare and family agencies in keeping families intact.

Relief Workers and Work

IN an intensive effort to connect relief clients with normal employment, either in industry or public works, the New York TERA, the State Employment Service and the National Reemployment Service have worked out a plan for the systematic registration of all recipients of or applicants for relief and of all employable members of families on relief, and for their classification according to the types of work they are best able to perform. This classification will be of especial value to the Works Division of the TERA in developing projects of a type to absorb relief labor and will, it is anticipated, determine the emphasis of the program during the coming winter. The home-relief bureau will be supplied with a complete classification of all clients capable of work for use in filling requisitions from the Work Division.

The employment offices maintain all relief clients whether home or work, in an active file with selection for jobs entirely on the basis of ability to do the work. Both employment and relief offices notify each other when a relief client is placed in either a temporary or permanent position. With the completion of the occupational classification the TERA will require that every application for approval of a local work project shall be accompanied by evidence that relief clients of the necessary skills are available to man it.

THE Family Welfare Society of Boston instituted, this summer, its first New England Junior Month which brought to Boston six college juniors for intensive experience and observation of social work.

THE Russell Sage Foundation Library, 130 East 22 Street, New York, has published as its Bulletin No. 125 (10 cents), a selected bibliography on child welfare covering the period from 1931 to June 1934.

MORE than eight hundred persons, mostly young, attended the recent three-day Christian Youth Conference sponsored by the Metropolitan Church Federation of St. Louis. A summary of the discussion, which ranged from personal religion to social change and the profit motive, may be secured (50 cents) from the Federation, 1528 Locust Street, St. Louis.

EDUCATION

Projects for Adults

ENDEAVORING to coordinate the college with the community, Teachers College, Columbia University, announces a broadened program in adult education. Lyman Bryson, director of the California Association for Adult Education and one of the leaders in the famous Des Moines forums, will be at the college as a visiting professor this year. He will conduct a course in discussion methods, "planned to develop skill in leading and participating in discussion groups and public forums."

A number of graduate students in the department of adult education, of which Edmund deS. Brunner is the head, are carrying on projects in the field.

One such study will result in a tested, annotated list of books, articles and stories "that will interest advanced classes in adult elementary school . . . bridging the gap between the evening school level and the level of useful reading."

Another inquiry seeks to determine whether an attempt should be made to train teachers for workers' education at Teachers College and if so, "under what conditions and with what relationships" between the college and the workers' education movement.

A fourth survey is concerned with the uses of music in adult education and "aims to discover what type of organization and program will tend to satisfy the largest number of musical interests and needs of an adult community."

Most significant, perhaps, is the undertaking of a graduate student who has moved to an industrial section of Passaic, New Jersey, and is attempting to define the educational needs of the area, and how they may be met through community resources. Dr. Brunner comments, on this project: "The growing diary record should yield much of value in relation to one important field of adult education —that of personal counselling."

Youth Prescribes

"A CONTINUING commission on youth problems to find, suggest and support solutions of the various problems of youth" was the final recommendation of the National Conference on Youth Problems held in Washington in June. "At least one third of the membership should be made up of young persons under 30 years of age," the report declared. It was urged that the US Commissioner appoint such a body, and that it have a full-time secretary in the Office of Education.

Many recommendations were made for meeting the difficulties of young men and women between 16 and 25 years of age, who are both out of school and out of work. The conference held that "the spirit of self-help and youth responsibility" should dominate all programs for young people. Revision of school curricula and procedures was urged—more regard for individual needs and interests; "the abolition of grade-grouping, marks, honor rolls and other artificial incentives to learning"; use of radio, phonograph, movies and first-hand experience to supplement text books; activities modelled on work camps, with emphasis on the public-service aspects of the work done; subsidies for the higher education of young people par-

ticipating through the schools "in active community life" and preparing themselves thereby "for greater social, economic and civic helpfulness."

Need for vocational counselling and for wholesome leisure-time activities was also stressed. A copy of the complete recommendations of the conference may be secured without cost through the US Office of Education, Department of the Interior, Washington, DC.

New Ventures

TWO new educational publications are announced, far apart in purpose and method, but each of exceptional interest. The more ambitious project is The Social Frontier, "a journal of educational criticism and reconstruction," the first issue of which will appear October 1 under the editorship of George S. Counts of Teachers College, Columbia University. There are at present five members on the executive board: William H. Kilpatrick, Jesse H. Newlon, V. T. Thayer, F. Ernest Johnson, Robert K. Speer. Advance announcement states that this is a cooperative and nonprofit-making enterprise, and that the new magazine "will not be the instrument of any particular educational institution and will not be limited in its perspective by a particular educational discipline."

The second venture, of more modest proportions, is a monthly bulletin, to be issued by the Cooperative School for Student Teachers and the Harriet Johnson Nursery School. It is the hope of the group that the bulletin may serve during the school year as a forum in which "ideas can be shared before they become dogmas, research work pictured while it is in the study state and a gamut of educational thinking represented from nursery ages up."

Minnesota Marches On

THE University of Minnesota has joined the lengthening list of colleges and universities which have made military training an optional, not a compulsory course. It is the second of the great land-grant colleges to take this step, following the University of Wisconsin which abolished compulsory drill a decade earlier.

The Reserve Officers Training Corps at Minnesota has been the center of intense controversy for several years. The first organized opposition to compulsory military training was initiated by the Women's International League for Peace and Freedom in 1925. Their program was supplemented by an aggressive student campaign, led by the Optional Drill League and backed by the Minnesota Committee on Militarism in Education.

Military drill has been compulsory at the University since its founding, eighty-three years ago. The resolution making drill optional, which was adopted by the Board of Regents by a six to five vote, was introduced by Anna Olson Determan, one of the newer members of the board. Mrs. Determan took the reasonable view that the university should require no more than the Morrill Act specifies, particularly since compulsory drill has been the cause of increasing friction and unfavorable publicity.

Library Planning

NEED for committees of librarians and others in each state to plan for the development of library service within the state was widely discussed at the conference of the American Library Association in Montreal last month. The discussion was centered in the report of a planning committee appointed by the executive board some months ago. The committee presented a report, modestly entitled Notes for a National Plan for Libraries, which included sections on library objectives, the existing library system, a proposed library system, books, personnel, the library and its public, buildings and equipment, internal organization, library research. To make library service more widely available, the report suggests that:

A comparatively small number—say 500—large public-library systems might provide better service for all the people in the United States than is now available except in a few cities and counties. Each system might serve a large county or several counties or a large metropolitan area. The emphasis should be on the natural area of interest, irrespective of city, county or possibly even state lines. Each community would have a branch of the large library system or a community library federated with other community libraries in a large system.

The report places upon the federal government responsibility for providing nation-wide leadership in the library movement, with a library division "in whatever department or bureau is responsible for general educational, cultural and recreational activities."

104 Cities Report

HOW public-school budgets and salaries are faring is being reported in a series of bulletins issued by the Research Division of the National Education Association, summarizing replies to an inquiry addressed to city departments of education. The most recent bulletin (Number 4) covers data from 122 cities, 104 of which have given information on budgets for 1934 or for 1934–5. In 19 of these 104 cities, the bulletin states, the school budgets for the next school year are approximately the same as for the last; in 44 cities they are somewhat larger; in 41 they are smaller. In one school system the 1934 budget is 17 percent smaller than in 1933; in another it is 17 percent larger, "but in almost all other cities the amount of change reported is small."

In 58 of the 95 cities reporting on salaries, no change has been made for the coming school year. However, while 13 cities report that reductions have recently been made, 24 report that partial or complete restorations of earlier cuts have been made, and 9 others that there is reason to believe that increases will be possible during the coming year. Among the significant new developments mentioned in the replies the bulletin lists curriculum revision in 13 cities, special classes or new services in 12, improvement or rehabilitation of the school plant in 8, increased teaching staff in 4.

The bulletin is especially interesting as a first sign of the beginning of "recovery" in the public schools (see Survey Graphic, June, page 266.)

Basis for Peace

METHODS used to improve racial attitudes among junior and senior highschool pupils in an experimental project in Englewood, New Jersey, are described in a recent report from the newly organized Service Bureau for Education in Human Relations (519 West 121 Street, New York, N. Y.) The bureau, sponsored by a national committee, is directed by Dr. Rachel Davis DuBois.

The Englewood programs, kept simple in form, "take one of three main approaches toward the development of desired attitudes: the intellectual, which means the giving of facts about the various cultural groups; the emotional, which seeks to stir the feelings; and the 'situational' which means the arrangement of situations—as natural as possible—in which the students may act out the new attitudes." The emotional approach, which is the most striking, is usually made by having children of one racial group entertain the school assembly with a play or program, representing a characteristic custom of the race, or a particular contribution to history or American life. The representation may emphasize the importance of the custom or contribution, the background, "or perhaps merely the charm." Such a program is usually followed by study or discussion, then by a tea or party in honor of the group giving the program, arranged by students of one "home room" with delegates from other "home rooms" and from outside community organizations.

More detailed information about such projects in racial understanding may be secured from the Bureau, which also provides supplementary materials for classroom discussion and suggestions for dramatic assembly programs. The Bureau is publishing a series of books for highschools providing selected readings on a number of national and racial groups.

A STATEMENT of the facts in significant cases based on the job tenure of married women teachers and of the legal principles involved is presented in a recent Office of Education bulletin, The Legal Status of Married Women Teachers, by Ward D. Keesecker (Superintendent of Documents, Washington, D. C. Price, 5 cents.)

INDUSTRY

Teachers for Workers

INSTITUTES where unemployed teachers receive specialized training in workers' education are being held in eight states this summer. Financed by eight allotments of $5600 each from FERA funds, the institutes represent cooperation between local trade unions, colleges and universities and relief authorities. Some of the centers are located where summer-schools for workers provide practical demonstrations of teaching materials and methods. The states giving these courses are Georgia, Iowa, Pennsylvania, Tennessee, Illinois, Wisconsin, North Carolina and California. The training center at Atlanta University, Atlanta, Georgia, was the first to be opened. Its course, beginning June 9, enrolled thirty unemployed Negro teachers from twelve southern states.

In announcing the training centers, Harry L. Hopkins, relief administrator, stated:

> Last winter's experience clearly revealed that few teachers knew how to teach adult workers who have had only elementary education, but who come with eager minds to gain broader knowledge related to the industries in which they work and to receive answers to questions arising in connection with their economic and social problems. Because of this fact we have authorized training centers.

The training project is under the direction of Ernestine Friedman, administrative assistant to Hilda W. Smith, specialist in workers' education for FERA.

A summary of workers' education in Great Britain, where the movement has made much more rapid growth than in this country, is given in the current issue of the International Labour Review. The article is the first of a series reporting "a world-wide inquiry into the relations between organized labor and workers' education."

The Canners' Code

LABOR'S interest and welfare are completely disregarded in the canners' code which went into effect a month ago. Although practically all the work of the industry is seasonal, the basic 36-hour week does not apply to seasonal workers handling "perishable agricultural commodities." The code has no limit on hours of work for such employes (to all intents and purposes the total labor force in most canneries) and overtime need be paid to women only beyond a ten-hour day. A seven-day week is permitted. A canner need only file notice of his need for a work-week beyond sixty hours; he does not have to wait for approval. Though canning factories are not located in big centers, the code establishes wage differentials as between rural communities and large cities, thereby setting a substandard minimum-wage rate for the industry—25 and 27½ cents an hour for men; 20 and 22½ cents an hour for women. Piecework at 7½ cents an hour under these shabby minimums is allowable for half the workers.

The weakness of these code provisions, drawn by the canners themselves, was pointed out by representatives of the Consumers' League of New York in a written memorandum, and by spokesmen for this and for other groups at the code hearings. Elinore M. Herrick, labor advisor to the deputy administrator, offered a code correcting the obvious injustices of the canners' suggestions and setting more adequate minimum-wage rates. The provisions of this code also regulated overtime to prevent exploitation, and required time-and-a-half for labor beyond a forty-hour week (see The Survey, March, page 84.) This code was disregarded, as was the mass of testimony supporting it at the hearings, and the code of the canners adopted substantially as written.

Jobs for Youngsters

WHAT has happened to job opportunities for young workers during the depression is pictured in the second five-year report of the Vocational Service for Juniors (122 East 25 Street, New York.) Figures for 1929–34, representing the last boom year and four years of hard times, show a 40 percent increase in the number of applicants, a decrease of 81 percent in employers' orders at this placement office. In the same period, the ratio of applicants to employers' orders has changed from 1 to .95 to 1 to 5.1. "In the same way the average number of times that an applicant comes back looking for a job increased from 2.3 in 1929 to an average of 3.5 times in 1933."

Another interesting table is that showing the ages of applicants. For the first five-year period (1924–29) 49 percent of the children seeking placement were under sixteen years old. In the next five years, this percentage was 24, dropping to 8.3 last year. The percentage of applicants having eighth-grade graduation or less dropped from 63 in the earlier period to 39 between 1929–34. For 1933, the percentage was 29. The report comments:

> It seems clear then, that there has been a steady increase in the age and amount of schooling attained by each year's group of working children and that this increase has had a sharp rise during the four years of the industrial depression.

Wage Contracts

LABELLING the plan "employment assurance," not insurance, the Wrigley Company, Chicago, is putting its regular employes on a yearly contract. The scheme applies to all workers who have been with the concern six months or longer and are receiving $6000 a year or less. If for any cause lay-offs should be held necessary during the contract period, the company agrees to pay the worker a percentage of his "best base pay" for a stated period. Both percentage and length of time are on a sliding scale, the employes receiving the lowest wage getting the highest percentage. The rates range from 40 to 80 percent. The period covered, depending on length of service, is from 16 to 28 weeks. The stockholders voted at the last annual meeting to set aside surplus up to $1 million to be used, if necessary, for this purpose. The plan was based on a survey made by the company to determine "just what a living wage might be among various classes of employes." The survey revealed that the chief anxiety of the employes was not as to the rate of pay but the duration of the job. The Wrigley plan is described in some detail in an article by the president of the company in the June issue of Factory Management and Maintenance.

Wisconsin Begins

UNEMPLOYMENT reserves as a going scheme was launched in Wisconsin on July 1. The State Industrial Commission rules that the improvement in employment and payrolls has finally reached the level stipulated by the law as amended in 1933. Since private plans have not been submitted to cover 175,000 workers as provided by the law, a public system of reserves is now established.

The Wisconsin law was enacted in 1932 to become operative July 1, 1933 (see The Survey, February 1932, page 515.) The state legislature, however, voted to postpone the operation of the plan until employment had increased 20 percent over December 1932, and payrolls during three successive months were at least 50 percent larger than in that December. Benefits to unemployed wage earners will not be paid until the end of a twelve-month accumulation period.

The Wisconsin measure, which has been widely criticized as "inadequate" by economists and labor groups, provides that employers of 10 or more workers set aside 2 percent of their payroll until $55 is accumulated. The contribution is then reduced to 1 percent until $75 per employe is in reserve, when it stops altogether. If the reserve falls below this amount, payments must be resumed. Employes do not contribute. Contributions are not pooled but held in individual plant funds. Benefits are limited to 50 percent of wages with a maximum of $10 a week, for a maximum period of 10 weeks a year.

Seven States Together

THE first interstate compact on labor legislation, a minimum-wage agreement, was recently signed by representatives of the governors of seven northeastern states: New York, Pennsylvania, Maine, Massachusetts, New Hampshire, Connecticut, and Rhode Island. Before the compact can be made effective, it must be acted on favorably by the legislatures of the participating states and receive congressional sanction.

There has been renewed interest of late in interstate compacts and the application of the idea to labor legislation. Heretofore it has largely been used in settling state boundary disputes and regulating the development and use of waterways (see The Survey, April, page 126.) The significance of the recent action is pointed out by Ethel M. Johnson, secretary to the New Hampshire Commission on Inter-state Compacts:

> The adoption of the minimum-wage compact, provided it is later ratified by the state legislature and sanctioned by Congress, will undoubtedly pave the way for compact agreements on such subjects as child labor, hours of employment and later perhaps upon unemployment compensation, the regulation of fee-charging employment offices and regulations regarding industrial health and safety.

NRA offers, What Is the NRA?, a guide for study and discussion, compiled under the direction of Charles F. Horner. The text of the Recovery Act, a bibliography, and a list of state directors of the National Emergency Council are included (Superintendent of Documents, Washington, DC. Price, 10 cents.)

THE New Hampshire Commission on Unemployment Reserves expects to issue a preliminary report this fall, summarizing its discussions and conclusions to date. A bill will eventually be proposed by the commission, but has not yet been drawn. Herman Feldman, professor of economics at Dartmouth, is chairman.

IN its closing days, Congress authorized the President to accept for the United States membership in the International Labour Organization at Geneva. It is now understood that the secretary of labor will go to Geneva for the next meeting of the governing body in October, to plan the details of American participation in the work of the ILO.

THE New York Conference for Unemployment Legislation has voted unanimously "that in any unemployment-insurance bill endorsed by this conference, either in the special legislative session of 1934 or the regular session of 1935, there should be included some plan for pooling both contributions and risks more comprehensive in character than the reserve provided in the Mastick-Steingut bill of 1934."

THE only summer-school for workers in the West held its second session on the Occidental College campus, Los Angeles, July 9 to August 4. The school, which is coeducational, is sponsored by the California Association for Adult Education, the State Federation of Labor, the Extension Division of the University of California, the YWCA and a committee of local colleges. The school was used as one of the FERA training centers for teachers of workers' education.

HEALTH

Medical Care on Relief Funds

THE upshot of a study of medical care from public funds for relief clients, carried out by the American Public Welfare Association and the Julius Rosenwald Fund, finds that twenty-one states are successfully caring for the teeth, eyes and general health of their citizens under the FERA plan (see The Survey Midmonthly, May, p. 158, Uncle Sam and Sickness Bills, by Mary Ross.) Ten states have continued their own systems of medical care for the poor and nine report delays in the work caused by conflicts between the relief authorities and the medical profession. In two of these last it is reported that medical societies have refused to cooperate on the basis of a payment plan because they fear "state medicine" or government control of the profession.

Handicaps in the program are the poverty of the poor states, which have insufficient funds for relief of any sort; lack of equipment and trained personnel in the poverty-stricken and more sparsely settled areas; lack of accurate information in most areas regarding costs; need for better professional supervision to guarantee maintenance of medical standards and check on quality of service; lack of provision for hospitalization, not paid for through FERA, in many areas; failure of FERA to recognize preventive services or associate state and local health departments in plans and policies; difficulties in relating the program to the work of clinics and similar agencies. In spite of these, many advantages are found to have accrued. "Under the broad provisions of the act, every community has been offered the opportunity, with the aid of federal funds, to supplement any medical care it might already be giving or to furnish such care where none was previously granted."

Dead Level for Twenty Years

THE fact that little progress has been made through the past twenty years in reducing the number of women who die each year in New York City from causes associated with childbirth lies behind the appointment of an Advisory Obstetric Council by Dr. John L. Rice, commissioner of health. The Council includes leading gynecologists and obstetricians from each of the city's five boroughs. Among the Council's duties will be a study of obstetric standards and facilities in hospitals and maternity homes and of services for prenatal care; a study of service by midwives; inquiry as to the value of confinement at home rather than in a hospital; assistance to the private doctor by nursing organizations and prenatal clinics, and a study of methods of instructing the public in adequate maternity care and of developing cooperation between medical, nursing and other agencies in the maternity program.

Oklahoma's New Law

OKLAHOMA has started to put into effect the law of 1933 providing for the sterilization of hopelessly insane patients, habitual criminals and other state wards who might become permanent charges on the community. The Oklahoma law designates as "habitual criminals" persons serving a third or subsequent term. The first hearings before the State Board of Affairs were held at the

Central State Hospital at Norman, where the operation was ordered for fifteen women and one man. Consent of the patients and their relatives had been obtained. It is estimated that some 3000 state charges may be recommended for sterilization when the heads of all the institutions concerned with their care have reported. Probably no operations will be performed until the law has been tested in the United States Supreme Court or elsewhere. Sterilization as a measure to eliminate criminality and imbecility is now legal in twenty-seven states and is under consideration in Georgia.

North Carolina Too

NORTH CAROLINA has come in with the growing group of states where professional organizations have given official approval to the principle of group hospitalization. At its spring annual meeting the North Carolina Hospital Association followed the lead of the American Hospital Association in approving such plans on a noncommercial basis. The Association's Group Hospitalization Committee is actively at work on specific recommendations; in the meantime communities or hospitals interested in the project are asked to consult with the Committee before going ahead. A few weeks later the House of Delegates of the Medical Society of North Carolina unanimously endorsed a state-wide noncommercial group hospitalization plan in principle. Dr. Isaac Hall Manning declared in his presidential address before the Society: "With the hospitals adequately financed and hospital costs reduced to the lowest level for the individual, one of the important factors in the cost of medical care is taken care of and a beginning of the solution of the whole problem is made."

Eight Hours for Nurses

MENTIONING temperately that "the nurses of the United States have endured inordinately long hours of service through a period of years without complaint," with as a partial result overproduction and underconsumption of nursing service, the American Nurses Association went on record at its recent biennial meeting as pledged to the support of the eight-hour day for nurses. As the resolution pointed out, the step can be taken (and in many places has been taken) without material increase in the cost to the patient. Earlier in the year a fifth of the 5500 members of the New York Counties Registered Nurses Association had met in New York to urge voluntary agreement to make possible a forty-eight-hour week for institutional nurses and an eight-hour day for special-duty nurses in hospitals and homes. Anna L. Tittman, chairman of a special committee of this association declared that while three hundred hospitals throughout the country had tried the plan with success and more than half the hospitals in Brooklyn and Long Island are using it, only ten hospitals in the Association's district (Manhattan, Bronx, Richmond and Westchester) had granted the eight-hour day to special-duty nurses.

ON THE FACE of it, it looks as though boys were the more troublesome. Of 3910 children seen for the first time in the child-guidance clinics of the New York State Department of Mental Hygiene in the year ending June 30, 1933, less than a third were girls.

"A 7 percent decrease in income, an 8 percent decrease in expense but only 1 percent fewer nurses' calls than in 1932. . . . A regrettable reduction in the Association's important work with infantile paralysis, where 17 nurses are tackling a job that 23 handled two years back. In short, a gallant fight." The words are the summary of the bulletin of the Chicago Council of Social Agencies, reviewing the 1933 report of the Chicago VNA; their tenor applies to dozens of gallant VNA's all over the country.

THE first quarter of 1934 saw a substantial increase over the same period of the preceding year in infant mortality, the tuberculosis deathrate and the general deathrate in Birmingham and Jefferson County, Alabama, where public-health appropriations have been cut to the bone (see The Survey, April 1934, p. 132, Civic Candor.) "This increase we believe significant," declares Birmingham's Health, the monthly bulletin of the Jefferson County Board of Health.

THE AVERAGE net income of American doctors has declined by 32 percent since 1929 according to computations of Medical Economics based on a questionnaire study, and now is $3969. The less prosperous half of the private profession has an average net income of $2122.

THE Henry Street Visiting Nurse Service in New York City has cared for communicable diseases in the home for fifteen years without a single record of infection carried from one home to another. The average cost of care is about $7.13, a sharp contrast to averages in the New York public hospital which handles such cases where a case of diphtheria has been found to cost about $111, scarlet fever $234, measles $85, and whooping-cough $194.

"THERE is no greater racket being perpetrated on the citizenry of this city today than that of the proprietary hospital," declared Thomas S. McClane, president of the board of trustees of Roosevelt Hospital, New York City, at the annual meeting of the Maternity Center Association, given over to a discussion of the recent report on maternal mortality by the Academy of Medicine. Mr. McClane declared that of the 110 proprietary (profit-making) hospitals in New York City, only 17 may qualify under the rules of their own Association of Private Hospitals, and only three have the approval of the American College of Surgeons.

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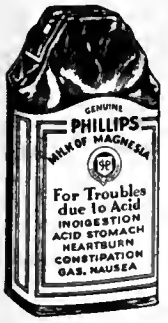

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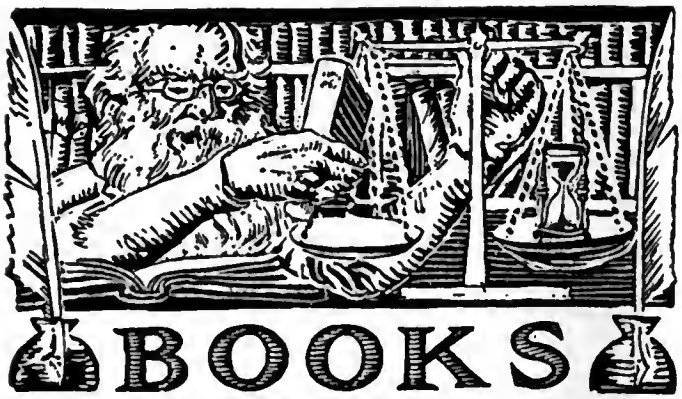

Group Leadership

LEADERSHIP IN GROUP WORK, *by Henry M. Busch. Association Press. 305 pp. Price $2.25 postpaid of The Survey.*

WITH the difficulty which the so-called character-building agencies sometimes have in getting the social importance of their work recognized, this deposit of experience of one of the country's outstanding practitioners in work with groups will, it may be hoped, fulfil a needed educative mission. The uneven success of Civilian Conservation Camps shows that mastery in this branch of social effort requires sound principles and techniques, neither of which can be acquired overnight. But also to those who have long been active in group work, this comprehensive, undogmatic exposition of the subject is warmly recommended. Professor Busch recognizes that there is no simple formula which can safely be applied in all circumstances; the too wholesale adoption of a single model of group formation and conduct which we still find in too many institutions and social settlements is deservedly criticized. Perhaps the main function of this book is to show how varied are the needs that must be met, and how much resourcefulness is called for to find the appropriate methods.

A few general lessons stand out. For example, it is pointed out that in the modern city the closed neighborhood group, formed to meet all the members' leisure-time needs, cannot hope to compete against the many rival claims to the interest and time of the individual, particularly not when premises and equipment are shabby and inadequate. The author makes perhaps a little too much of the disintegrative influence of what he calls the "cafeteria" kind of seeking contacts. The satisfaction of diverse emotional and intellectual needs through a variety of unconnected channels is probably inevitable in modern urban life; and institutional group organization should endeavor not so much to supplant as to coordinate it. He shows a sympathetic understanding for the mentalities of different types of personality and age groups. The present reviewer was particularly gratified to find attention invited to the needs of those young people who in this age of mobility, torn from the moorings of their early associations, so often drift about unable without assistance to find the contacts which will meet their hunger for companionship, for status, and for intellectual stimulation.

BRUNO LASKER
New York City

Crime Control

TWENTIETH CENTURY CRIME—EIGHTEENTH CENTURY METHODS OF CONTROL, *by James Edward Hagerty. Stratford. 222 pp. Price $2 postpaid of The Survey.*

THE title of Mr. Hagerty's work is one that arouses great expectations. But to any except the most uninformed on the problems of crime and correction, perusal of the book should be disappointing. There is very little in it that has not already been said—and said better—by others. The book is abundantly strewn with clichés and goes thoroughly into not one of the twenty-one primary subjects it purports to discuss. There are also unfortunate errors of spelling at several points.

It is too bad that Mr. Hagerty has not turned his talents to a more thorough exposition of his subject instead of attempting to treat of so many fields in chapters that average but a few small pages each; for the numerous flashes of real insight into the complexities of the crime problem reveal a man who could write authoritatively and penetratingly on this ever-timely subject. For instance, speaking of the contradictory debate that is trial by jury, he says realistically that "each attorney is supposed to confine his arguments to the evidence presented, but often each results (*sic*) to emotional appeals to the passions and prejudices of members of the jury." Elsewhere he shrewdly points out: "One of the chief changes, . . . that of speeding up trials," frequently suggested by lawyers as the quintessence of desirable reform in the administration of criminal justice, "is relatively insignificant and not far-reaching enough to be of great value." Many other sound points of view held by Mr. Hagerty might be cited in support of the contention that in attempting to cover a vast subject in a very small compass he has done justice neither to the subject nor to his capacities. If he turns his hand to a more thorough work, I suggest that he rely less on secondary and tertiary sources. The literature in criminalistics is now becoming rich enough in original researches to render it inexcusable to keep citing second-hand works.

SHELDON GLUECK
Harvard Law School

Families and Figures

STATISTICAL RECORDING AND REPORTING IN FAMILY WELFARE AGENCIES, *by Helen I. Fisk. Family Welfare Association of America. 120 pp. Price $1.25 postpaid of The Survey.*

FOR a number of years it has been clear that statistics compiled by social agencies would improve in stability and uniformity if detailed manuals of instruction were provided for the guidance of those responsible for recording and summarizing the data. A handbook for child-guidance clinics written by Mary Augusta Clark and published in 1930 by the Commonwealth Fund set a high standard of clarity and completeness in one specialized field. This was followed by two manuals—one for departments of hospital social service and one for public health nursing agencies—published by the US Children's Bureau. The present monograph, relating to family welfare statistics, is an important addition to this series, which, it may be hoped, will ultimately cover all of the functional fields of social work.

Family-welfare societies will unquestionably find this manual useful. It is well organized and clearly written. Facsimiles of each of the necessary forms accompany the discussions. Minor points of variance between the report blanks of the Russell Sage Foundation and the Children's Bureau are explained for the benefit of agencies that report to both organizations. Some useful suggestions relative to the kinds of summaries statisticians may derive from the records to place at the disposal of executives and staff members are included. The final chapter, though brief, sets forth sound fundamental principles concerning the interpretation of family-welfare statistics.

The entire plan of record-keeping recommended here has been devised for private agencies with relatively stable traditions. Despite its flexibility, it is too complex for use in departments of public welfare in their present state of development, subject as they are to abrupt changes in policy and violent fluctuations in case load. Such departments cannot be expected to keep records that will disclose qualitative distinctions in treatment such as are suggested here. This in no way detracts from the value of the handbook. Informed opinion tends to favor experimentation as a major obligation of private agencies. Societies committed to experimentation and research ought not to be content with the few simple measures that for some time will have to suffice in the large public departments.

Miss Fisk has prepared her material with utmost care. Criticisms must therefore necessarily be based on differences in points of view. One such difference relates to her warning against using "cash" as one of the categories among which relief expenditures are distributed. "A division . . . into *cash*, food, shelter and so forth has no statistical value, as the amounts given in cash, if di-

vided by purpose, would affect all the other totals," she says. It is true that the cash item cannot be distributed among the goods and services for which it is expended, but many social workers will nevertheless desire the figure for cash grants on the ground that it has very significant implications by and of itself. The monthly report issued by the Chicago Council of Social Agencies includes cash grants along with food, rent and the other usual items. The report for April 1934 showed that no cash grants were made either by the Catholic Central Charity Bureau or by the Cook County Bureau of Public Welfare, while nearly a quarter of the total relief given by the United Charities and nearly a half of that given by the Jewish Social Service Bureau was in the form of cash grants. Social workers in Chicago are more concerned to keep watch of this figure and to study the effect of these contrasting policies than to know the varying ratios among food, medical care, rent and the other items.

WAYNE MCMILLEN
University of Chicago

Medical History

MEDICINE, A Voyage of Discovery, *by Josef Löbel, M.D. Farrar & Rinehart. 319 pp. Price $3 postpaid of The Survey.*

THE occasional irascible reviewer, familiar to all who attempt to popularize otherwise unintelligible medical mysteries, would, no doubt, make a Roman holiday of this book but to anyone else it is a delight. It is Germanophilic, it is true. But it is well for Americans to recognize that all scientists do not live between Maine and California. Whether we all agree to glorify Steinach and Degwitz in contrast to other theorists is really unimportant. The book does make us realize that our friends, regardless of politics and regardless of the present American feeling that German research is more philosophical than mechanical, have nevertheless made real contributions. And here they are. Yet Park and Zingher and the Dicks are given full recognition and the one and only Harvey Cushing is revealed with his superb operating team.

Whether Dr. Löbel is a really great writer or has been most ably translated is difficult to state. Except for an Introduction which is merely a poor attempt at modesty, the book reads like Paul Eipper or Axel Munthe, whose love of their material and ability to make the reader like it, cannot be bettered. From such a standard, this is about the best popular medical history extant. Furthermore we are spared the tiresome story of Pasteur and the boy and given new and as fascinating lights on the man. So it is in all the sixteen phases of medicine covered in brief yet adequate chapters. If your interests are in the broad fundamentals of medicine and their latest applications (or nearly the latest, in some cases) you can't go wrong on this book.

Teachers College HUGH GRAND ROWELL, M.D.

The Complexity of Child Welfare

DEPENDENT AND NEGLECTED CHILDREN. *Report of the Committee on Socially Handicapped—Dependency and Neglect—of the White House Conference on Child Health and Protection. Homer Folks, chairman, J. Prentice Murphy, vice-chairman. Appleton-Century. 448 pp. Price $3 postpaid of The Survey.*

THE reviewer confesses bias at the outset, with all of the heightened emotion attendant upon a strong family identification with those who prepared this volume. The bias operates to produce on the one hand a fond admiration for what has been attempted and in considerable measure carried through, and on the other hand, the usual familial inclination to impatience and chagrin that perfection was not attained!

In the absence of an exact statement of purposes of this volume, so far as can be judged, they are first to inspire the American people to wish to do better by neglected and dependent children; second, to show them how several features of our civilization tend to bring about extremely unfortunate conditions for some children; third, to indicate roughly how many children are thus affected; fourth, to suggest changes in our civilization to reduce that number; and fifth, to describe what constitutes good care of those un-

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fortunate children, who, in spite of preventive measures, actually are found to be dependent and neglected at any given time. And that, we consider an excellent layout of objectives. But—the materials are not as well organized as they might be to achieve these objectives. This fault is probably to be ascribed to the conditions under which the report was prepared. It is a composite of the work of several persons and subcommittees, whose products were not completely synthesized in the editorial process.

A brief rollcall of the contents of the volume will make its character somewhat clearer. The volume starts off with the General Report which is the "rouser." It asks the American people to give thought and support to all of the manifold activities that bear on prevention of dependency and neglect and proper care of dependent and neglected children. The lineal descent of this report from those of the 1909 and 1919 White House Conferences is stressed. The materials in the reports of the subcommittees that follow are then summarized. The General Report ends with eleven recommendations and two resolutions. The recommendations run the gamut from prescriptions such as social insurance for the hazards of premature death, sickness, accidents and unemployment to the recommendation of larger appropriations for the US Children's Bureau. The first resolution calls for the preservation and continuance of the Children's Bureau under its present statutory provisions; the second, to the restoration of the work carried on under the Sheppard-Towner Act.

The next section consists of a reprint of the Conclusions of the 1909 White House, together with President Theodore Roosevelt's message to Congress and the resolutions of the 1919 Conference relating to the standards of service to children in need of special care. Four brief speeches delivered at the 1930 Conference follow: Grace Abbott's speech on Prevention of Child Dependency through Prevention of Accidents, Irregular Employment, Unemployment and Insufficient Income; Louis I. Dublin's discussion of Accidents; Hugh S. Cummings' speech on the Prevention of Child Dependency through Prevention of Sickness and Premature Death and C.-E. A. Winslow's discussion of public-health programs. The remainder of the volume consists of subcommittee reports, some with group, and some with individual authorship.

THESE committee reports cover a range of topics, general and specific. The series starts with a 40-page discussion of the elements of the mental hygiene of family life, goes on to a discussion of industrial hazards, and then tries to describe conditions under which children may properly be removed from their own families. There are about thirty pages on industrial accidents as a source of dependency, sixty-seven on mothers' aid in the United States, twenty-one pages on children born out of wedlock and what should be done for them, seventy on the special handicaps of Negro, Mexican and Puerto Rican children, thirty-six on the prevention and correction of neglect of children and finally eighteen pages on the proper drafting of the terms of endowments and trust funds and their legal interpretation.

This treatment results in a general absence of unity and continuity in the discussion and some awkward repetition. For example, the subject of accidents in relation to dependency appears in the general report, in Miss Abbott's and Dr. Dublin's speeches, in the section on the dependent child at home and in a special chapter. Illegitimacy appears in the general report, in a special chapter, in the section on Negro children and in the section on neglected children. All of these overlap in ideas but often diverge on the presentation of supporting fact material. The divergencies are not startling, only irritating. It seems to the reviewer that if there could have been one authentic recital of the facts on a given subject with interpretative references by the writers interested in special angles of it, the treatment would have gained considerably in effectiveness.

The volume is undoubtedly an excellent cross section of contemporary thinking of leaders in social work on the problems of child dependency and neglect and on child-care services. It is also revelatory of the extreme complexity of the problem and perplexity of those trying to deal with the manifestations that confront them. Since child dependency and neglect are not isolated conditions but are outcroppings of all the great problems of society—war, disease, race prejudice, economic exploitation, faulty family organization and ideals, biological defect and poor mental hygiene, it is no wonder that a simple prescription for their prevention is not forthcoming from our little band of valiant champions of protections and safeguards for children. By pointing out these deeper strata of the outcroppings, social workers are doing their bit to the more effective definition of the problems that confront our society.

But just how the quarrying is to be done is another matter—one which concerns not social workers alone but our people as a whole and demands a type of public and scientific leadership and widespread social cooperation that is far in advance of anything that we have seen to date. Just as it is fundamental to see the elements of a situation, so it is also important to see the elements of a plan that would attempt actually to cope with it. Like the rest of the world, we in America are a little stumped about plans for coping, and social workers are no more gifted than other citizens in that respect. But a good strong wish to cope is a pretty fair start and social workers are wonderful wishers for welfare.

Welfare Council of New York NEVA R. DEARDORFF

Golden Days

OLD WAYBILLS, THE ROMANCE OF THE EXPRESS COMPANIES, *by Alvin F. Harlow. Appleton-Century. 504 pp. Price $5 postpaid of The Survey.*

FEW writers have brought together a greater variety of information on the history of one subject. From the founding of the first express companies in Boston and the development of the Adams and Wells, Fargo companies, the author passes to The First Letter Carriers of the Far West, where the express messenger could go to mining-towns grown up overnight, before they had time to apply for post-office privileges. Most human needs, apparently, could be ministered to by the express. Mr. Harlow makes compelling reading out of the glamor of early mining-days, the pony riders' express, the long and exciting story of stage robberies. The monopolistic nature of the express companies is discussed in one of the final chapters, The Zenith and Decline of the Companies, which shows the public resentment engendered by the enormous earnings in comparison with the starvation wages paid to employes. On page 471 The Survey is quoted as having pointed out that the wages paid to the majority of employes were not adequate to a decent living. LAURA BELL EVERETT

Berkeley, California

Books Are Religion

CONTEMPORARY AMERICAN LITERATURE AND RELIGION, *by Halford E. Luccock. Willett, Clark and Co. 300 pp. Price $2 postpaid of The Survey.*

HERE'S a gale of fresh air across the dust and rubbish of our contemporary theology. It blows things all out of their carefully arranged locations. It sweeps the accumulated dust of centuries from the surfaces of humanity's hungers after reality. It scatters the trash of our theological preoccupations. Read the following:

> Religion has broken its theological jail. It is loose in the world. Nothing human is foreign to it. . . . When Vachel Lindsay puts into music the life and faith of William Booth, that is religion in literature. But when a man ordinarily accounted and self-proclaimed non-religious, such as Sherwood Anderson, by a clairvoyant sympathy creeps under the other man's skin and shows the frustration of dreams, the demoralization of life by the ugly and sordid effects of a money-obsessed civilization, that too is religious literature. (Page 10)

It is interesting to remember that the first realistic drama on war after the armistice, What Price Glory by Maxwell Anderson and

Laurence Stallings, another immense contribution to spiritual understanding, was greeted with a storm of protests by ministers and other religious people on account of its profanity. They called it blasphemous, entirely overlooking the far more profound blasphemy of war itself against which the play was dealing terrific blows. That was as perfect an example of straining out the gnat and swallowing the camel as can be conceived. (Page 13)

The competent novelist of any period is an indispensable diagnostician for anyone who would seek to heal the hurt of humanity. We can learn far more of the soul of eighteenth century England from Charles Dickens than we can from John Henry Newman. We can learn more, to take an extreme example, of the sickness of soul of New York City from Michael Gold's Jews Without Money than from all the reports of the Federation of Churches published in the last thirty years. (Page 14)

That's a rough idea of the author's point of view.

Luccock is professor of homiletics (preaching) in the Divinity School of Yale. He is soaked in religion and its problems, steeped in contemporary literature, blessed with a powerful pen. It is hard to say whether his book is more valuable as a running review of contemporary literature and drama; or as a forecast of religion; or as a stimulant to further reading. CHARLES STAFFORD BROWN
Colorado Springs, Colorado

A Library for Parents

HAPPY CHILDHOOD, *by John E. Anderson. Appleton-Century. 321 pp. Price $2.50 postpaid of The Survey.*
BUSY CHILDHOOD, *by Josephine C. Foster. Appleton-Century. 303 pp. Price $2.50 postpaid of The Survey.*
HEALTHY CHILDHOOD, *by Harold C. Stuart, M.D. Appleton-Century. 393 pp. Price $2.50 postpaid of The Survey.*

EACH independent in itself, these three companion volumes of The Century Childhood Library bring together in thoroughly readable and compact form for parents the practical wisdom imbedded in the shelf of reports and scientific publications of the White House Conference on Child Health and Protection in 1930. Dr. John E. Anderson, director of the Institute of Child Welfare of the University of Minnesota, is the general editor of the series and the author of Happy Childhood—"the child in his dynamic quest for maturity as he moves in orderly fashion from the dependence of infancy, through the experiences of childhood and adolescence, to the self-reliance of adulthood." In Busy Childhood, Josephine C. Foster, principal of the kindergarten and nursery school and professor of child welfare at the University of Minnesota, considers play of children as a means of their development and enjoyment at the moment and as a preparation of adult life. Healthy Childhood, by Dr. Harold C. Stuart, assistant professor of pediatrics and child hygiene at the Harvard University Medical School, discusses physical development and care. All three authors were associated with the work of the White House Conference. Each volume is indexed separately in detail to add to its usefulness for reference as well as the consecutive reading that the texts invite, and a combined general index serves as a guide to all three. Authoritative in material and authorship and attractive in style, illustration and arrangement, this "childhood library" is a pleasant and practicable prescription for parents. MARY ROSS

Eugenics and Society

HEREDITY AND THE SOCIAL PROBLEM GROUP, *by E. J. Lidbetter. Volume I, Edward Arnold & Co., London. Distributed through Longmans, Green. 160 pp. and 26 charts. Price $7.50 postpaid of The Survey.*

THIS book is of interest primarily to technicians in human genetics and eugenics. It is the result of many years' study by Mr. Lidbetter of the heredity of a number of socially inadequate classes in the East End of London between 1910 and 1928. The work was supervised by a committee of the Eugenics Society. This book is only a preliminary presentation of a portion of the material, and is expected to be followed by later volumes. Accordingly, the author does not attempt to provide a comprehensive analysis of his work, or a statement of general conclusions. However, the importance of heredity in creating social inadequacy stands out clearly. This volume is essentially a compilation of twenty-six heredity charts, with notes on them. There is every indication that the research has been well and thoroughly done, and the material is of high scientific value. HENRY PRATT FAIRCHILD
New York University

Housing in England

THE ANTI-SLUM CAMPAIGN, *by Sir E. D. Simon. Longmans. 201 pp. Price $1.20 postpaid of The Survey.*

WRITTEN with the purpose of opposing that powerful group of conservatives who would stop the building of houses with the aid of a national subsidy in England as well as those who would push a slum-clearance program above all, the author devotes half of his book to a history of post-war housing and the other half to carefully analyzing the current problem. His facts and figures strongly reinforce his contention that despite weaknesses in the program followed to date, whatever progress has been made in the housing situation must be laid at the door of the subsidy.

The prime problem today is not, however, nor has it been in the past, one of slum clearance; the first need is to supply a dwelling for every family. To overcome the existing uncivilized overcrowding, 200,000 houses must be built annually over a 20-year period. His suggestion is that the government grant a subsidy to the local authority of £8 a house for 60 years, on condition that for every such subsidy two good houses be built, one to rent at an economic rate not exceeding £12, the other at the subsidized rate of £7—the maximum amount a vast army of English families can afford for rent—the local authority contributing the additional £4 necessary. Private interests never have and never will be able to meet the problem—which is becoming increasingly difficult in the light of the disproportionately large growth in the number of families compared to the growth in population in the last decade. Only by adopting some such scheme will a separate dwelling be procurable for every family, even though admittedly those that must continue to live in the old houses will still be inadequately housed. Then is the time to embark on an exclusively slum-clearance program. The author, former chairman of the Manchester Housing Commission and former parliamentary secretary to the Ministry of Health, makes out a strong case for his program based on England's past experience. While his deductions apply specifically to England, they should give food for thought to all interested in the subject and perhaps especially to the United States as it is embarking on a vast national housing program.
LOULA D. LASKER

Professional Stock-Taking

THE NEGRO PROFESSIONAL MAN AND THE COMMUNITY, *by Carter G. Woodson. Association for the Study of Negro Life and History, Washington, D.C. 365 pp. Price $3.25 postpaid of The Survey.*

THE advance of the American Negro since emancipation has pivoted more on education and social service than upon the typical American pivots of technical advances and economic enterprise. This accounts for the singular importance in Negro life of the professional classes,—the first comprehensive study of which is presented in Dr. Woodson's book. Nearly two decades ago, Dr. DuBois made more detailed studies of the Negro professional classes, but statistically and sociologically these studies are out of date. This book is, therefore, the best available appraisal of the important group leadership exercised by the Negro minister, teacher, lawyer, nurse, welfare worker and artist. Fortunately it is a critical and balanced interpretation, with much sound constructive criticism. Thus, though useful for general information on this section of racial achievement and adjustment, the book will find its greatest constructive service as a mirror for the Negro professional who needs to take stock of himself.

Dr. Woodson finds the medical and legal professions rapidly approaching a high standard of training, with teaching lagging in spite of recent improvement, largely because of low salaries and limited public educational facilities in the South and the lower

sections of border states, with the ministry lagging most of all in spite of its popularity and strong group influence. The newer professions are fairly well-documented, but with too short a curve to offer definite diagnostic conclusions. The greatest general shortcoming of the whole situation is to be found in the faulty distribution of the Negro professionals, with the best trained personnel forced away from their most urgent centers of service and social usefulness by unfavorable civic and social conditions. A most informing and constructively provocative book,—well-documented as are all the publications of the society of which Dr. Woodson is the director.

ALAIN LOCKE
Howard University

The Struggle for Security

PRIVATE WORLDS, *by Phyllis Bottome. Houghton, Mifflin. 342 pp. Price $2.50 postpaid of The Survey.*

PHYLLIS BOTTOME has demonstrated her familiarity with the difficulties and distresses as well as the pleasures and satisfactions of an active service in a hospital for the mentally ill. With a frank recognition of her indebtedness to Adlerian individual psychology, she skillfully portrays her characters as struggling for power in terms of their basic drives, in which inferiority and inadequacy play a dominant role. The heroic characters are few in number but are understandingly delineated and their private worlds are revealed as being quite similar to those of the patients, whom the main characters are called upon to treat. That they remain within the field of normality probably is due more to their higher training, their courage and the indirect influence of their backgrounds in the mental hospital rather than to any inherent constitutional differences between themselves and the patients. Indeed all men are potential patients.

The author reveals a high degree of capability in imparting her pyschological comprehension of the relation between normality and abnormality in her depiction of the triangularity of affections. Three doctors, two men and a woman, constitute one triangle while a gentle wife and a fiery sister enter into a second. The fact that one doctor is common to both triangles heightens the interest in the clever presentation in which natural human values stand forth with considerable clarity and vitality.

All those who have served with the psychopathic whether as psychiatrist, psychologist or social worker, will find this excellent and most readable narration of the struggle for security and happiness intensely interesting and often delightfully reminiscent.

New York City IRA S. WILE, M.D.

Runaways

660 RUNAWAY BOYS, *by Clairette P. Armstrong. Richard G. Badger. 208 pp. Price $3 postpaid of The Survey.*

CLAIRETTE P. ARMSTRONG, psychologist at the New York City Children's Court, has done in this book a real service to agencies working for child welfare as well as to educators and the general public. The home conditions, community environment, economic status and other social factors are weighed and an honest effort is made to distribute responsibility fairly so that no institution or agency which has contributed to this growing tendency of boys to wander shall escape just criticism. On the other hand the author has made careful tests of these boys as to health, nationality, intelligence and other personal factors.

It would be impossible to present an adequate review of the significant facts packed into this small volume, but the following will indicate the nature of the findings. The fathers of 51 percent were in semi-skilled or unskilled labor (this was before the depression) and the mothers of 37 percent were employed away from home. Only 45 percent of these boys had parents living together. The home conditions are strikingly revealed by the fact that over 85 percent lived in homes with less than one room per person. Furthermore, 29 percent had fathers who were immoral, alcoholic or otherwise anti-social while 17 percent of the mothers and 12 percent of the brothers had similar records. 72 percent rated foreign or mixed parentage against 27 percent of American parentage, showing clearly how difficult it is for foreign people to control their children in an American urban community. The failure of the schools to adapt their curricula to the needs of these children is indicated by the fact that 45 percent were either misgraded or not given the benefit of ungraded classes. The vast majority (over 70 percent) were either subnormal or dull-normal, 80 percent grading below IQ 90. Of the group 50 percent had marked nervous habits, while over 76 percent had organic physical defects.

These children, ranging in age from 8 to 15 years, were not all naïve. Thirty-five percent had been in court before and 32 percent had lived in children's institutions.

Such facts, supported by character sketches presented by the children themselves, should serve to convince us that the phrase "problem child" presents a false connotation. Instead of thinking the child is a problem we must realize that he *has* a problem, and when struggling with the so-called problem of "juvenile delinquency" we must realize that in the main it is society that is delinquent.

OWEN R. LOVEJOY
Secretary, The Children's Aid Society, New York

Inventory of City Life

URBAN SOCIETY, *by Noel P. Gist and L. A. Halbert. Crowell. 724 pp. Price $3.50 postpaid of The Survey.*

THIS work on Urban Society is the most complete inventory of the factors and forces which make up urban life and its functions. The authors have achieved a certain scientific orderliness in presenting many aspects of urban life, which though often commonplace and obvious, have so far not been fitted into a pattern of urbanistic thinking. Owing to the fact that the book endeavors to cover a complex and extensive field, it lacks thoroughness and is frequently marred by an obvious readiness to accept casual and unauthoritative opinion as established scientific fact. As a point of departure for classroom discussion Urban Society has real value. As an authoritative work on urbanism it lacks coherence and disregards some of the more outstanding works of both American and European thinkers in this field.

New York City CAROL ARONOVICI

Laws and Mobs

LYNCHING AND THE LAW, *by J. H. Chadbourn. University of North Carolina Press. 221 pp. Price $2 postpaid of The Survey.*

AGAIN we have to thank the Southern Commission on the Study of Lynching for stimulating this valuable contribution to the legal side of the problem involved in lynching and efforts to control it. Shocked by the horrors described in some outbreak of mob law, where Negroes or whites, as the case may be, are done to death in an orgy of fury and excitement, one often asks why it is that officers of the law permit such outbreaks, but it is only on second thought that we inquire into the situation which is involved from a legal point of view and the kind of machinery of the law which lynchers flout or make as their excuse for the necessity of lynching.

Mr. Chadbourn considers not only the judicial punishments for lynching but also why they are not effective, the crime status of lynching under the various state statutes, the question of the deterrent value of making the municipality liable in damages to the decedent's estate or family, the ouster of sheriffs and other peace officers who fail to do their duty.

His statement that anti-lynching legislation is broadly of two types: *punitive*, when a lynching has occurred, and *prophylactic*, to anticipate or prevent lynchings, is delightfully descriptive and one is cheered by his quoting Judge Lively in discussing hastily-called terms of court to try a suspect who would otherwise be lynched: "A judicial lynching is a graver and more startling crime than a lynching by an irresponsible rabble."

The book is well annotated, gives the results of a questionnaire to leading lawyers in various states, and analyzes their answers. It

also contains, in appendices, a proposed model statute and the existing legislation on this subject.

One is impressed with the fact that it requires rare courage in an elected judge to cross the mind of a mob which, in many respects, represents the belated growth of civilization in retarded communities.

L. HOLLINGSWORTH WOOD

New York City

RUN OF THE SHELVES

A DESCRIPTIVE LIST OF THE NEW BOOKS

BOOKS OF GENERAL INTEREST FOR TODAY'S READERS, *compiled by Doris Hoit. Published by the American Library Association, American Association for Adult Education and the US Office of Education. Department of the Interior, Washington, D. C.*

A DESCRIPTIVE list of readable books under 48 heads, compiled to meet a demand revealed by the Emergency Educational Program for Adults; invaluable for teachers, group leaders, students.

EDUCATION IN THE RECOVERY PROGRAM. *Reprint No. 1 from School Life, the official organ of the US Office of Education. Superintendent of Documents. Price 10 cents.*

A CLEAR, factual picture of the impact of the Recovery Program on education, from nursery schools to adult classes, and including the place of the alphabetical agencies in the scheme of things.

RADBURN, A PLAN OF LIVING, *by Robert B. Hudson and John O. Walker. American Association for Adult Education. 118 pp. Price $1.25 postpaid of The Survey.*

THIS study describes in some detail this "planned community," the people who live in it, and the uses made of the various recreational and cultural opportunities offered both adults and children in the outstanding American garden city.

EXPERIENCE IN ENGLISH COMPOSITION AND LITERATURE, *by the Faculty of Francis W. Parker School, Chicago. Published by Faculty of Francis W. Parker School. 382 pp. Price $1 postpaid of The Survey.*

How a progressive school introduces its children to reading and to good books and guides them in a growing mastery over spoken and written language. The story is illustrated with many examples of the children's prose and verse and includes an annotated book list for the eight grades.

DISCUSSION METHODS FOR ADULT GROUPS, *by Thomas Fansler. American Association for Adult Education. 149 pp. Price $1.50 postpaid of The Survey.*

THE first three parts of this book describe briefly the open forum, the informal discussion group, the panel discussion, with case studies of each procedure. The concluding section sets up some tentative standards by which to gauge the success of an adult-education project.

OUR PUBLIC SCHOOLS, *edited by Charl Williams. National Congress of Parents and Teachers. 208 pp. Paper bound. Price 50 cents.*

A HANDBOOK on the public schools which covers the history of public education in this country, how the school system is organized and financed in the different states, the place of the federal government in education, adult education and so on, each topic discussed by a recognized authority. A study outline and bibliography are included.

THE ART OF CONFERENCE, *by Frank Walser. Harper. 305 pp. Price $3.*

THIS fresh approach to the problems of conference procedure is based on a variety of experiences ranging from industrial councils to important international gatherings. It examines the more common technical difficulties and illumines problems that arise from imponderable personal elements in the adjustment of the individual to a group process.

ECONOMICS OF HOUSEHOLD PRODUCTION, *by Margaret Reid. John Wiley and Sons. 408 pp. Price $3 postpaid of The Survey.*

FRANKLY planned as a textbook with appended questions and bibliography, this history and analysis of our largest single industry in point of workers will interest people who work in houses as well as those who teach and study economics, home economics and sociology in colleges. Section headings include the history, status, problems and social significance of household production and its possible role in the future.

A SOCIAL BASIS OF EDUCATION, *by Harold Saxe Tuttle. Crowell. 589 pp. Price $3 postpaid of The Survey.*

ONE of Crowell's Social Science Series, this book is primarily intended for the student of education. The author states his thesis thus: "Education can serve its social purpose only by consciously cultivating social interests and motives. Society's stake in the attitudes which a child acquires is even greater than in the skills and concepts he gains."

THE PROFESSIONAL TRAINING OF THE HOSPITAL DIETICIAN, *by Helen Clarke. Teachers College, Columbia University. Contributions to Education, No. 602. 96 pp. Price $1.50 postpaid of The Survey.*

REPORT of an investigation of training for hospital dieticians offered by colleges in 1931–32; in general, courses in the general and social sciences (excepting education), in nutrition and food preparation are meeting or exceeding standards suggested by the American Dietetic Association; subjects in institution management were less adequately represented.

HANDBOOK OF ASSOCIATION BUSINESS ADMINISTRATION, *edited by G. S. Bilheimer and James W. McCandless. Association Press. 486 pp. Price $5 postpaid of The Survey.*

ALTHOUGH this "manual of Association housekeeping" was prepared for the YMCA constituency and is accordingly specialized, it should hold much of practical value for other large decentralized organizations where scientific business administration is based on clearly defined ethical policies. The procedures set up are designed to meet the needs of the average executive of a medium-sized organization. Topics cover a wide range including budgeting, purchasing, housekeeping methods, employe policies and records, insurance, legal liabilities and taxation.

APPLIED EUGENICS, *by Paul Popenoe and Roswell Hill Johnson. Macmillan. 429 pp. Price $2.60 postpaid of The Survey.*

ESPECIALLY timely in view of the active interest in eugenic proposals both in this country and abroad, this new edition brings up to date the work published by the authors in 1918. They believe that since the original publication "the progress of eugenics in the United States has been greater than the authors at that time would have dared to hope. If the next decade or two can show as much progress, and at the same time avoid another world war, the eugenic welfare of the human race will be measurably advanced."

AMERICAN STATE GOVERNMENT AND ADMINISTRATION, *by Austin F. MacDonald. Crowell. 839 pp. Price $3.75 postpaid of The Survey.*

A CONCISE but comprehensive treatment of state government and its place in our constitutional system. Covering all aspects of the subject, special emphasis has been placed on the administrative functions of state government, a separate chapter being devoted to every major activity. Nowhere have changes been more numerous nor significant than in the government of states, and this latest textbook, in which an attempt is made to keep factual material up to date and to interpret fundamental principles in the light of changing events, is especially timely.

AFTER THE SHUTDOWN, *by Ewan Clague, Walter J. Couper and E. Wight Bakke. Institute of Human Relations, Yale University. 153 pp. Price $2 postpaid of The Survey.*

A STUDY of the adjustments of a group of employable workers, suddenly thrown out of their jobs by the shutdown of a subsidiary of the US Rubber Company. Part I follows the workers for the first eleven months after the shutdown, a period of "normal" employment opportunities (see The Survey, February 1, 1931, page 477.) Part II follows the same group during the two following depression years. Detailing the efforts by the company to bridge the gap between shutdown and permanent reemployment, which included dismissal wages, pensions and charity, the study concludes: "It is still the worker himself who must drastically revise his standard of living, search for alternative methods of maintenance when he faces unemployment, and through such efforts shoulder most of the load."

COMMUNICATIONS

After the National Conference

To the Editor: On June 1 in Chicago a Committee on Inquiry was formed by a small group of social workers to "search into the arrest and conviction of six persons involved in a demonstration near an Unemployment Relief Station in January 1933." A few days before at the National Conference, they had listened to Mary van Kleeck's advice to social workers "go home and align yourselves with other workers, not in the relation of social worker to client, but rather identifying yourselves as fellow-workers looking toward more action and a clearer facing of the issues."

The demonstration in January 1933 against inadequate relief and unsatisfactory policies had resulted in a riot with injuries to both demonstrators and police. Six arrests followed, four men and two women, of whom five were Negroes and one white. They were first charged with "assault with intent to kill." Many continuances followed, and months later the charge was changed to conspiracy, on which they were sentenced by a jury on May 22, 1934, to terms of from one to five years in prison and a fine of $750.

After careful inquiry the committee was convinced that the defendants were not guilty of conspiracy and that the charge had never been proved, and decided to cooperate with the International Labor Defense in appealing the case. A large mass meeting was held at Hull-House on June 27, attended not only by social workers, but by representatives of many other groups. Approximately $175 was pledged for appeal expenses and bonds. We are focusing attention on the violation of civil liberties and the seeming miscarriage of justice of six fellow workers; also on the interpretation and application of our conspiracy statutes throughout the country.

I recently talked with the two women prisoners in the Illinois Reformatory at Dwight. With no bitterness nor resentment in their attitude, and their immediate acceptance and appreciation of Oakdale, they are getting much from this experience.

Mary Warnicke, a young New York girl who just happened to be in Chicago, educated, devoted to her cause, seriously tells one that she has never had much discipline in her life and thinks she will gain much from the strict but just regulations at Oakdale. She refuses to accept freedom under a bond-pending appeal, if that is possible, unless her comrade will also be released.

Delia Page, a Negro woman who has lived most of her life in Chicago, having had little opportunity for education, convincingly tells you that if all the people "on relief" had as adequate food as she is now receiving there would not be so much trouble, and that the women there who have been out of the world for many years cannot believe that thousands of people are hungry. She adds humorously, "It is a glorious feeling to wake up in the morning and know that at Oakdale one need never fear eviction." Both long to be released, eager to get back into the great struggle for human rights with their fellow workers.

Chairman, Committee of Inquiry, Chicago Jessie C. Binford

Not All Are Bedfellows

To the Editor: In The Survey of May 15, page 16, is an editorial, Real Fight Over Child Labor, in which is remarked "a curious assortment of political bedfellows." I might rise to remark something about the child-labor amendment itself, but the world may get on without that for the moment; but will you allow me to say that your enumeration of the curious bedfellows might cause some misunderstanding amongst your readers? Here they are: "The hastily formed Committee for the Protection of Home, Church, School and Family, the self-appointed Sentinels of the Republic, newspaper publishers, Roman Catholics, and prominent Republicans. . . ."

You yourself do not seem to labor under any misapprehension, for you do not say, "*the* Roman Catholics." However, it may well be that many a reader might be led to imagine that there is a Roman Catholic policy on this matter. There is not. If we attend to such Catholics as are interested in and vocal on the matter, we notice that, like ancient Gaul, they are divided into several parts. I have so attended, and I find some "con" and some "pro," both equally convinced and equally vehement. It is quite obvious in all the articles I have read from Catholic pens or in talk from Catholic tongues that both sides are intensely earnest to protect all children; but one side thinks that a federal handling of the matter is not the American style and is neither necessary nor safe, while the other side is equally certain that the federal handling of the matter in the way contemplated by the amendment is the only sure way.

You will find the sides fairly represented by the publications America and The Catholic Worker. I do not think either periodical will be considered lacking in vigor; yet neither imputes unworthy motives to the other for all their espousal of opposite sides. There may be some kind of moral in that.

The only thing I am interested in here is to make clear to your readers that the Catholics as a body have no policy in this matter. On the principle of the sacredness of all children they do agree,—as many million dollars say quite vociferously every year in this country.

Delighting to sign myself a Catholic *sine addito*,

St. Francis Xavier Parish, Phoenix, Ariz. Robt. S. Burns, S.J.

Uncle Alec Regarding Illusions

To the Editor: If I had to get from New York to Chicago with the only available vehicle a taxi, and a respectable gentleman offered to go fifty-fifty as far as Buffalo, I should certainly take him up. I might consider inducing him to keep on to Cleveland or even all the way. Neither of us might want to make the Pacific Coast.

I don't pretend to know how far the President means to go, but so far he seems headed right. Perhaps he is moving as far and as fast as the machine he has in charge will travel safely. If I could, I would be glad to help him. I certainly will not throw any steel tacks in the way of his tires, nor put water in his gasoline. Nor will I sneer if one of the chauffeurs he hires gets a flat.

I know a Model T, vintage of 1926, which with a careful driver is still good for two hundred miles a day at 30 mph, but no one can make an ancient Ford into a Lincoln or a Rolls-Royce over night.

Chicago Commons Alexander Johnson

Placing Out Delinquents

To the Editor: At present the value of foster-home placement for delinquent boys and girls is seriously questioned though in my opinion it is a method which we know too little about to draw final conclusions. Experimentation has been limited because agencies have all they can do with children who offer no perplexing evidence of maladjustment. A few private agencies have tried with small success to place delinquents in private homes. But those efforts have been too often characterized by mediocre inexperienced supervision or have been part of a case load too big for the most efficient worker to swing. When the desired result is not obtained the intake committee says, "This boy represents problems that we are unable to handle." Experience leads me to believe that with constant effort the right type of home can be found for almost any boy. What we need is better understanding of this method of treatment and more public support for its wider use. I believe that county bureaus of public welfare should have units for handling problem children through which gradually the boys often designated as delinquent could be placed in foster homes with the kind of home-finding and supervision that would give the largest chance of success. Another approach would be through the pioneering work of a private organization. With the trend toward curtailment of local public funds, the only hope at this time seems to be that private organizations will take hold of the matter and make more than a half-hearted job of it. David Prichard

Illinois Children's Home and Aid Society

GOSSIP: of People and Things

Pugsley Prizes

THIS year, as last, the editorial committee of the National Conference of Social Work, Jessie Binford, Chicago, chairman, found itself unable to choose among the many papers presented at the annual meeting by professional social workers, one and only one as "the most important contribution to the subject matter of social work." So again it has divided the Pugsley award of $250 and voted equal honors—and cash—to Mary van Kleeck for her paper, Our Illusions Regarding Government (see The Survey, June 1934, page 190) and to Eduard C. Lindeman for his paper, Basic Unities of Social Work. Last year, it will be recalled these prizes went to Neva R. Deardorff and Antoinette Cannon, which seems to make it unanimous not only for New York but for a certain well-known address in East 22 Street. Can it be that behind those handsome bronze doors lurks a social-work brain trust?

MORRIS R. LAMBIE, professor of political science at the University of Minnesota and identified with the relief administration in that state, has been invited by the American Municipal Association to spend a large part of the coming year attending economic conferences in various European cities.

COMMUNITY Chests and Councils, Inc., cheerfully announces that its 1934 Mobilization for Human Needs will open on September 28 with all the fanfare that a White House setting can give it. Newton D. Baker will again head the general committee and Mrs. Franklin D. Roosevelt the women's committee.

THE fifth annual alumni conference of the New York School of Social Work, 122 East 22 Street, New York, produced two such provocative papers that the school has published them both in its July Bulletin, copies of which are available without charge as long as the supply lasts. The papers are Problems the Public Welfare Field Presents to the Professional Social Worker, by Ruth Taylor, commissioner of public welfare, Westchester County, New York, and Competence and Leadership by Porter R. Lee, director of the School.

As director of its newly formed Welfare Federation, Yonkers, N. Y., has called Bent Taylor from the Oranges and Maplewood, N. J., where for the past six years he has been associate director of the Welfare Federation and director of the Council of Social Agencies.

AN exhibit of American and European housing developments which meet the requirements of low rentals will be held at the New York Museum of Modern Art, October 15–November 15, under the auspices of the New York City Housing Authority, the Welfare Council, the Lavenburg Foundation and other interested agencies. In connection with the exhibit will be a catalog with brief analyses of housing accomplishments in various European countries and of the aims of the low-cost housing movement in the United States. Beginning October 16 there will be a conference to discuss A National Program for Low-Cost Housing. If Uncle Sam doesn't begin laying bricks pretty soon his ears may burn.

BACK to his alma mater, Massachusetts Institute of Technology, will go, in the fall, Edwin S. Burdell of Ohio State University to take the professorship of sociology in the department of economics and social sciences. Professor Burdell was graduated from MIT in 1920. In his years at Columbus he has made a notable record in his community service as well as in teaching. He was a member of the Ohio State Commission on Unemployment Insurance and at one time chairman of the Municipal Housing Committee of Columbus. He organized and heads the Ohio Emergency School Administration which has some 89,000 persons enrolled in its various projects.

Wilkommen!

IT is good news that Hertha Kraus, formerly director of the Department of Public Welfare of Cologne, Germany, is putting down roots in this country where for the past several months she has been a guest of the Russell Sage Foundation and the Family Welfare Association of America. Announcement is now made by the Carnegie Institute of Technology, Pittsburgh, of her appointment to a professorship in the Department of Social Work, where, during the next year, she will teach eight courses: community, social legislation, community resources for social work, administration of social agencies, public welfare organization, recent history of social work in Europe, principles of state insurance and a general seminar on social work of today.

JUSTIN MILLER, since 1930 dean of the school of law at Duke University, whom two state conferences of social work, California and North Carolina, claim as past-president, has yielded to the blandishments of Washington and accepted appointment as special assistant to the attorney-general in the preparation and argument of cases in the Supreme Court.

EVART G. Routzahn will, on October 1, retire from the active staff of the Russell Sage Foundation of which he has been a member for twenty-two years. Happily this means no diminution of his service to the many and varied extra-mural activities with which he has long been identified. Social work and public-health education will continue to enjoy his contribution to their graphic and popular interpretations.

AFTER a good deal of part-timing with the Pennsylvania School of Social Work, Jessie Taft has burned her sixteen-year-old bridges with the Philadelphia Children's Aid Society and become a full-time member of the faculty. Of the change she says: "It is not that I am tired of planning placements for dependent children. I can conceive of no occupation more absorbing, more completely satisfying in its sense of reality. . . . I leave it because it has become almost an indulgence, I love it so much. Teaching is for me the unconquered, undeveloped territory where I may . . . make a more definitely technical contribution to social work before I leave it."

As successor to the Rev. William B. Millar, its recently retired general secretary, the Greater New York Federation of Churches has elected the Rev. Robert Wyckoff Searle, since 1930 associate pastor of the Madison Avenue Presbyterian Church, and organizer of the Yorkville Civic Council of some forty-five neigbborhood social agencies.

THE Tacoma and Pierce County, Washington, Conference of Social Work, combined business and pleasure by holding its two-day annual meeting in a summer camp. More than a hundred people had such a good time that they voted to make it annual. Discussion revolved around a text of Mary E. Richmond's: "Study to develop your organization to its point of intersection with the other services and social activities of your community."

ANOTHER presidency besides that of Community Chests and Councils, Inc., has fallen to John Stewart Bryan of Richmond, Va., who was recently elected president of the College of William and Mary, Williamsburg, Va., succeeding the late J. A. C. Chandler. Mr. Bryan, president and publisher of the Richmond Times-Dispatch, was, it is said, led to accept the appointment on account of interesting plans for the college in connection with the restoration of the historic city of Williamsburg. He has been a rector of the college for a number of years and is a member of the General Education Board.

Ladies of the FERA

THE FERA field staff, hitherto leaning heavily on the masculine side, has veered over to the feminine by the appointment of a corps of field relief supervisors to assist the regional field representatives in "tightening up case-work procedure so that relief will not be given to persons not entitled to it, to help in developing increased efficiency in relief distribution, to reduce relief rolls and to raise standards where necessary." Appointments so far, with more to follow, are: Marie Dresden, formerly administrator for Texas; Edith Foster, formerly with the Wisconsin ERA; Mary Irene Atkinson, State Department of Public Welfare, Ohio (part-time with the FERA); Eva Hance, Council of Social Agencies, Los Angeles; Lola Howard, formerly with the Missouri ERA and Gertrude Gates, formerly with the Arkansas ERA.

Josephine Brown, formerly of the Family Welfare Association of America, now director of field relief service of the FERA, will coordinate the work of the field relief supervisors.

SOCIAL workers who want, via their own fraternity, to know the latest word on housing matters should touch base with Abraham Goldfeld, AASW, 130 East 22 Street, New York, who is secretary of the newly formed subcommittee on housing of the Association's Committee on Federal Action in Social Welfare. Rev. John O'Grady is chairman; other

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members, Homer Borst, Helen Crosby, Douglas Falconer, Helen Hall, David Holbrook, Dr. Hertha Kraus, Linton Swift and Walter West. The committee proposes to follow the constantly changing federal situation in relation to housing and to act as a clearing-house of information to all interested social workers.

KATHRYN E. MAXFIELD of the Perkins Institution, Watertown, Mass., and long associated with the American Foundation for the Blind, has been appointed director of the Arthur Sunshine Home, Summit, N. J., where she will engage in special study of the needs of preschool children with visual handicaps. Dorothy Snell Murphy, RN, continues as superintendent of the institution.

THE Russell Sage Foundation has announced the election of three new members to its board of trustees, Joseph P. Chamberlain, Morris Hadley and Lindsay Bradford, the latter to the place made vacant by the death of Dwight W. Morrow.

Professor Chamberlain has occupied the chair of public law at Columbia University, New York, since 1922. He has for years been active in social-work organizations, one of his happiest connections, to our mind, being that of vice-president of Survey Associates. He is the American member of the High Commission for Refugees from Germany organized through the League of Nations and was recently appointed by President Roosevelt as the American representative on a committee of government experts known as the Special Temporary Committee on Assistance to Aliens, an official advisory body to the League of Nations. Mr. Bradford is a banker, a trustee of Barnard College, and, to name only one of many social-work affiliations, a member of the board of the New York COS. Mr. Hadley, youngest member of the board, also associated with the COS, is a son of the late President Hadley of Yale.

In addition to its three new members the board of trustees of the RSF now include: Lawson Purdy, Johnston de Forest, Frederic A. Delano, John H. Finley, John M. Glenn, Mrs. Frederic S. Lee, Mrs. Finley J. Shepard and Harold T. White. Shelby M. Harrison is general director.

HARVARD UNIVERSITY will have Prof. Niles Carpenter of the University of Buffalo as visiting lecturer on sociology during the first semester of the coming academic year. Professor Carpenter retains his directorship of the curriculum of social work at Buffalo with Paul T. Benjamin acting as vice-chairman of the policy committee during his absence.

COME September Anna M. Pyott will step up from the Central Branch of the Brooklyn YWCA, where she has been general secretary for eight years to the post of executive secretary of the whole Brooklyn YW with its seven branches.

THE Rev. Matthew L. Fortier, after seven years as dean of the School of Sociology and Social Service of Fordham University, N. Y., has retired on account of ill health. Succeeding him is the Rev. Edward S. Pouthier, for two years assistant dean, who counts foreign universities in his background as well as administrative and educational experience in American social work. A new member of the faculty is Anne King, who comes from the School of Applied Social Science, Western Reserve University, as associate professor of social case work. Beginning this fall the school will be called Fordham University School of Social Service.

THE US Indian Service is in the market for community workers in four classifications with entrance salaries ranging from $1620 to $3800. Applications must be on file with the US Civil Service Commission, Washington, not later than August 21. Full information from the US Civil Service Board of Examiners at the post office or custom house in any city or from the commission in Washington.

DEATHS

HUGH FRAYNE, an associate of the late Samuel Gompers and for many years a leader in the American Federation of Labor, died recently in New York. Among his many interests was a deep concern for prison reform for his service to which the National Committee on Prisons and Prison Labor awarded him a medal.

THE American Red Cross is mourning the death of Frank J. Brunner, editor of The Courier, and in a particular sense its creator, since it was he who in 1925 made it over from a small weekly bulletin into a magazine of form and character. H. C. Thompson, former newspaper man of New York and San Francisco, succeeds to the editorship.

THE SURVEY

Vol. LXX. No. 9 MONTHLY September 1934

CONTENTS

FRONTISPIECE 274

WORK AND MORE OF IT ..... *Russell H. Kurtz* 275

HOW WE MANAGED ..... *Charles M. Enjeian* 278

POOR MAN'S JUSTICE ..... *Grace Overmyer* 280

CASH ON HAND ..... *Gertrude Springer* 282

LITTLE WOMAN, WHAT NOW? ..... *David W. Haynes* 284

YOUTH WITHOUT WORK *Benedict S. Alper and George E. Lodgen* 285

THE FUTURE OF HOMES FOR THE AGED *Ernst P. Boas, M.D.* 286

"WE HAD TO USE OUR WITS" ..... *Helen Guthrie Miller* 287

THE COMMON WELFARE 288

SOCIAL PRACTICE 291

EDUCATION 292

INDUSTRY 294

HEALTH 295

BOOKS 297

COMMUNICATIONS 301

GOSSIP 302

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SO THEY SAY

The man who graduates today and stops learning tomorrow is uneducated the day after.—*Newton D. Baker, Cleveland.*

Many people's tombstones should read: "Died at thirty. Buried at sixty."—*Nicholas Murray Butler, Columbia University.*

American institutions are in danger, not from youth, but from ancient privilege.—*Henry Noble MacCracken, president, Vassar College.*

Men no longer can be asked to fight—indeed they will not fight—if others remain at home to profiteer.—*Bernard Baruch, New York.*

The problem of youth employment is far more important today than that of child labor.—*Lewis A. Wilson, assistant commissioner of education, New York.*

It is the misfortune of all ideals that they are judged not by what has actually been realized but by what was mistakenly expected.—*T. L. Harris in Harvard Graduates' Magazine.*

It is quite all right for a big trust to trust brains, but if the people trust brains that constitutes a brain trust and is something to be feared.—*Harold L. Ickes, Secretary of the Interior.*

Machinery never cured juvenile delinquency. Delinquency comes out of the life of the child and unless that life is changed delinquency cannot be cured.—*Dr. James S. Plant, Newark, N. J.*

A regular job with a regular pay-check is the best insurance against tuberculosis that a man has for himself and his family.—*Dr. James A. Britton to National Tuberculosis Association.*

Democracy is preferable to dictatorship not because dictatorship is bad and democracy is good, but because democracy is bad and dictatorship is worse.—*Gaetano Salvemini in Harvard Graduates' Magazine.*

Statisticians have computed the startling fact that if the excess in abdominal circumferences in America were measured it would represent the distance between Portland, Me., and Los Angeles. —*W. A. L. Styles in Hygeia.*

Throughout the ages the aggressiveness, curiosity, unstable intelligence, contentiousness and other anti-social tendencies of the male have kept society in a constant turmoil.—*Prof. William Morton Wheeler, Harvard University.*

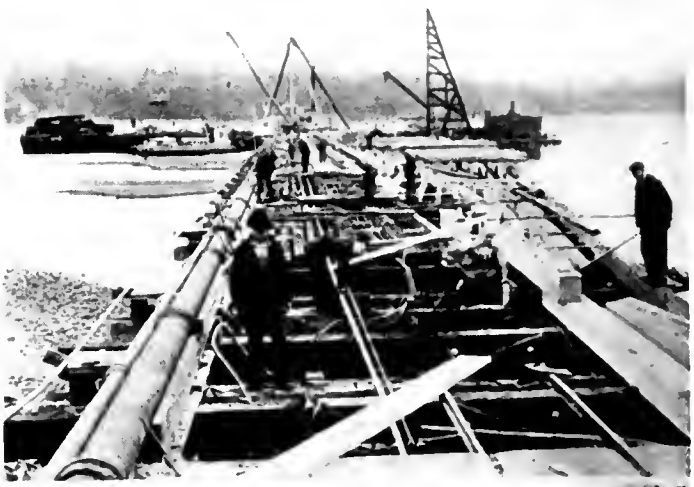
Children are apparently receiving a considerable amount of their education at motion pictures, particularly in human relations and more specifically in courtship and marriage.—*US Office of Education report on Motion Pictures in Education.*

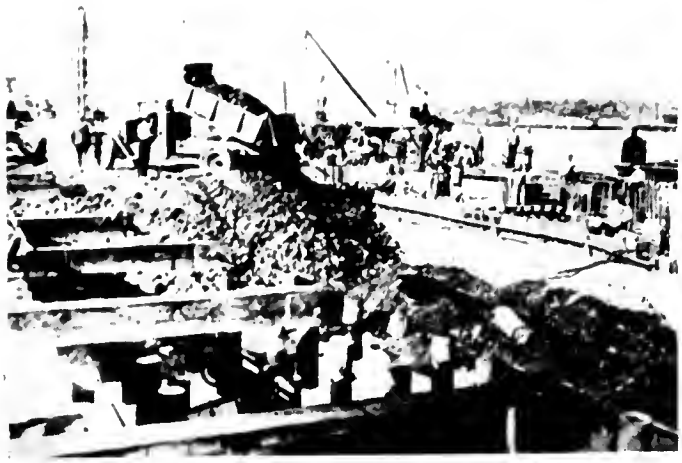
Education, even in its broadest sense, cannot do everything. But what is accomplished without education, again in its broadest sense, will be badly done and much of it will have to be done over.—*John Dewey in New Republic.*

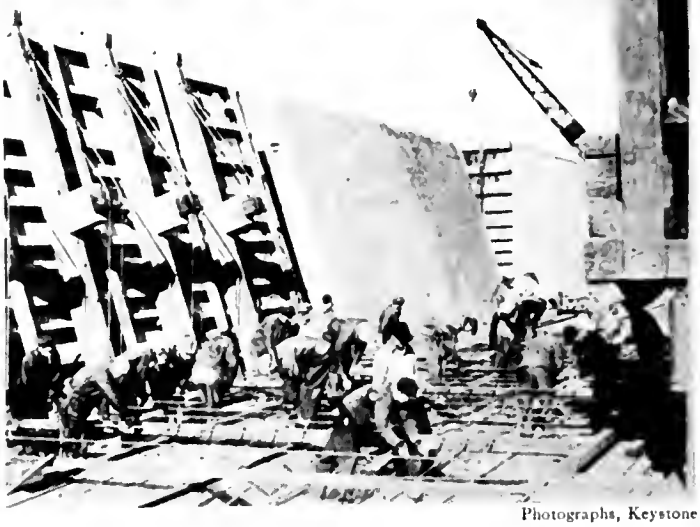
We have to take our civilization as it is, a surging, living, growing, changing thing, with many forces at work within the structure, some of them growing stronger, others growing weaker.—*Arthur E. Morgan, chairman TVA.*

We do not know how many ups and downs there are still to be endured; but we can now say with assurance that a higher standard of culture is the only final answer to the technological revolution.—*David C. Coyle, New York, in National Catholic Charities Review.*

Culture considered as a process means acquiring a great deal of useless knowledge and then forgetting it. . . . Considered as a possession, one may define culture as the residuum of a large body of useless knowledge which has been well and truly forgotten.—*Albert Jay Nock in Atlantic Monthly.*







Photographs, Keystone

WORK — AND MORE OF IT

Work-line, not a bread-line. Five thousand jobless men line up to register for federal relief jobs. Four projects on which the government has put men to work: upper left, filling a Louisiana bayou to prevent mosquito breeding; upper right, repairing a pier, Keyport, Wash.; lower left, dredging and filling a new quay-wall, San Francisco; lower right, making concrete caissons at Milwaukee, Wis.

THE SURVEY

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THEOLOGICAL SEMINARY

Work—and More of It

By RUSSELL H. KURTZ
Charity Organization Department, Russell Sage Foundation

THE distressed ruralist afflicted by drought and the failure of agriculture to provide him with a decent living has held the FERA spotlight over summer. Now, with the coming of fall, and pending the development of the much-discussed social-security program the unemployed city man is being brought upstage for renewed attention.

Not that he has been entirely neglected during the torrid months. As a matter of fact, he has been getting the lion's share of the relief funds while his country cousin has been getting the news' space. But winter is just around the corner and its approach is the signal to get set for a bigger and better urban program—if it can be financed. Present activities are admitted to be too nearly on a "dole" level.

When the Administration's three-point plan for unemployment relief and rehabilitation was announced last spring as a substitute for the ambitious CWA program, stress was placed upon the necessity of getting families back upon the land where they could provide at least a part of their sustenance by their own efforts. The plan was a Recovery measure; it assumed that the worst of the depression was over, that relief would be needed in diminishing amounts from then on, and that the time for decentralization of population, of industry, and of unemployment had arrived.

The three-point plan provided a hopeful alternative to relief for the farm hand, the stranded coal miner, and the village dweller. It offered an "out" to any city family that felt the urge to return to the land. But in its third provision, it gave realistic recognition to the fact that the need arising from the unemployment in larger towns and cities could only be met, by and large, through a revival of measures which CWA had attempted to outlaw, namely, direct relief and work relief. These, then, were ordered back in as the temporary devices to be used until Recovery and PWA employment should take over the load.

State and local administrations were told to set up work programs on a broad front so that direct relief might be reduced to a minimum. Now it is conceded that experience in this quarter has been disappointing and that this part of the three-point plan is in need of overhauling. It may have seemed adequate last spring, but it doesn't look so good with winter coming on. There is too much relief, too little work, in the current application of the formula. Direct relief, to FERA leaders, is anathema and nothing less than a low order of dole, and a poor grade of work relief is not much better. The "real work at real wages" ideal has not ceased to permeate FERA thinking.

AS this is written, FERA Administrator Hopkins is on the last leg of a European journey devoted to the study of unemployment-relief measures in other nations. By the time it is printed, he will have returned to his desk and may have announced a complete new set-up for the difficult months ahead. He has repeatedly been quoted in the press as returning with the conviction that a better work program must be devised without delay; that his observations abroad have only served to whet his determination to give America's unemployed a chance to *earn* their way through the winter rather than to be carried through on relief. He has been abrupt in emphasizing his belief that much more money must be spent than present standards call for.

Current FERA estimates are that it will require approximately $750 million of federal money to carry the present program on into February without stepping-up its provisions to any marked degree. One fourth of this amount remains in the administration's "checking account" as a balance from Congressional appropriations of last spring, including the special drought grant. The remainder is in sight; that is, it awaits only the President's order, under authority granted by the Deficiency Bill of last spring, to become a definite allocation to the FERA account. By careful distribution of this

fund over the five or six months intervening until Congress can assemble and appropriate more, and with proper cooperation from the states, it is felt that all needs may be adequately met on the present level. This estimate assumes, moreover, a rising caseload that may reach a peak of five million families and unattached persons in February.

It is possible, undoubtedly, to bring about many reforms within the present work program without adding greatly to its cost. It may also be possible to get more money out of the states and localities on the plea that they are the beneficiaries of work properly planned and executed. It is not clear at this writing, however, where enough money is going to be found in the near future to swing very far away from present moorings in the direction of former CWA standards.

IN the absence of Mr. Hopkins, Aubrey Williams, Acting Administrator, was questioned about the outlook. He said:

The rural rehabilitation work has made remarkable progress in the short time that it has been prosecuted, and there are promising developments in the adjustment of families in new rural environments. But for the mass of the unemployed, those living in our cities and large towns, seeking reemployment and not finding it and living on relief week after week, our relief system provides too little that is sound and constructive. Real work and more of it is the only answer. Our present work program has in it too much of the relief factor—the rigid investigation as to eligibility, the close adjustment of earnings to budgetary need, the paternal concern as to what is done with the pay-check. All of us have said repeatedly, and Mr. Hopkins had been among the most emphatic in voicing this conviction, that the American way is to work for self-maintenance; and this means real work at a decent return, not just a disguised form of dole.

I can only speak for myself but I have no hesitation in saying that I think we must find an improved work formula for this winter so that self-respecting men and women can really get off relief. This does not necessarily mean anything as elaborate and costly as CWA, though it does imply an added cost over present levels. For one thing, I should like to see wages greater than the present budgetary deficiency level, a level which too frequently makes no provision for the many incidentals to which a worker is entitled. I should like also to see it made possible for eligibility to be established with less harmful questioning of the applicant, though with no less certainty as to his need for the job which he is seeking. Once admitted to the payroll, the worker should be treated as a worker, not as a relief recipient; his work should be real, worthwhile, well disciplined and properly rewarded. Does this define, however vaguely, a middle ground between Civil Works and a low order of work relief?

Something over a million men and women are employed on ERA work projects each week—probably a million and a half within the month when staggered payrolls are taken into account. This is only slightly more than a third of the total number on relief. Their average earnings are around $30 per month. In some areas, practically all relief recipients are required to work out their grants, in others direct relief predominates. It is largely a matter of local determination, governed by the state of the local relief budget. Another $50 million a month would more than double the present expenditure, allowing for both intensive and extensive improvement. A second $50 million would make a considerable change in the tone of the program, provided there were careful and realistic administration. Can this much money be found in the immediate future, and if so where? Does the President have any part of it available for transfer from other accounts? Or will it be necessary to postpone action until Congress is in session after the turn of the year?

In at least one respect a step has already been taken to liberalize the present work program. Professional workers are henceforth to get a break similar to that which they had under CWS last spring. State ERAs have been instructed to devise projects for the employment of such persons at their own professions, with salaries at the prevailing rate though adjusted to the budgetary needs of the individual. Eligibility is to be determined either by the applicant's professional association or by a case worker, and is to be based on his unemployment and need as revealed in his answers to a brief questionnaire. This provision puts the professional worker in the same preferred category as the teacher insofar as eligibility is concerned. To insure his getting this special consideration, the FERA has begun to earmark funds for professional work when making grants to the states.

Emergency Education itself is being continued on a bigger and better scale this fall. Over summer, a group of five hundred teachers have been prepared, in a series of thirteen institutes, for specialized tasks in the fall program, while 250 more have been coached to serve as supervisors. Illiteracy is to be attacked with renewed energy. Workers' education is slated to be developed to a much greater degree than in the past. Vocational and avocational training, vocational rehabilitation, parent education and general academic and cultural instruction will be offered to unemployed and other adults who wish to participate. Nursery schools will provide for the physical and mental well-being of the youngsters from needy homes. It is anticipated that forty thousand teachers will be given relief employment through this joint program.

Women's work, too, is receiving increased attention. Many women will benefit from the Emergency Education and Professional Work provisions, of course; but their sisters without professional skill are also to have the opportunity to engage in a wider variety of useful and productive work from now on. A nation-wide mattress-making project has already been launched which will provide work for 60,000 in some 600 local workrooms over the land. Production-for-use, hitherto a goal of the self-help movement, thus receives a big boost forward as a recognized part of the major relief program. Clothing, many forms of household supplies, and an endless list of incidentals wanted by every family suggest themselves for the extension of this form of women's activity.

IN fact, there are signs that production-for-use may prove to be one of the important ways out of the work-relief impasse. Huge supplies of government cotton, hides, foodstuffs, livestock from the drought area, and other raw materials are being taken off the market by the AAA and are available to the FERA for processing and distribution. Men as well as women are needed in many of the productive operations. To a growing school of observers, it is beginning to seem much more vital to help the unemployed to produce articles for their own consumption than to use them to build more roads and parks. Many of the raw materials cost the FERA nothing, thus making the relief dollar go farther. The products are urgently needed, although given as "surplus" over the budgeted relief allowance. The standard of life thus rises without disturbing the established economy of industry and commerce, (the industrialists' alarm to the contrary notwithstanding) and the day of resumption of normal living is hastened.

In the rural areas, this form of productive relief activity is closely integrated with the rehabilitation program going forward there. Families are working out their current relief in part by serving their turn in local work centers—tanning leather, canning food, building furniture, making clothing, and otherwise contributing to the production of a stock of goods which they will consume later.

Security Next

IT IS unthinkable that this relief scheme would be carried on beyond the emergency. It is purely temporary, and the sooner we can do away with it the better. We want a permanent scheme under which people will know what to expect, with the sense of security that's so essential. It will take time, and cannot be done overnight, but that is the federal relief of tomorrow.

Far more of the national income than ever before must be devoted to social security, to giving a decent living to many people who never got a break, not even in 1929, much less now.

It is clear that we have to do this in an American way. Instead of copying foreign schemes we will have to devise our own along these lines. We have a different picture, not comparable to the homogeneous problems of other nations.—*Harry S. Hopkins, on his return from Europe, August 23.*

The government purchase of cattle in the drought areas is on so large a scale that the packing houses are swamped, and the overflow is finding its way into small relief-operated abattoirs all over the country. Two million sheep are to be bought and disposed of through the same channels. Hides—probably six million of them—accumulating as a by-product of the cattle-purchase program, are being stored by the FERA for later processing into articles needed by the unemployed.

In the drought area itself, work relief is being directed toward the conservation of water, the harvesting and storage of forage crops and seeds, and the rehabilitation of farms devastated by the long dry spell. The sharp line of demarcation hitherto limiting work projects to public property has tended to become obliterated in the emergency operations being prosecuted in that region. Conservation and rehabilitation are the touchstones by which all these projects are judged.

It is apparent that "the dole" is not in good standing with the relief administration and that it is being attacked at a number of vulnerable points, chiefly in the rural regions. But 64 percent of the nation's relief families are living in towns and cities where the solution is not so simple. Construction and maintenance work on public projects have always been the work-relief standbys in the centers, and probably will continue to be for some time to come. This stark fact makes it important, as FERA leaders are among the first to grant, that an adequate work program on public projects be designed for the coming winter.

Decentralization of industry, the return of men and their families to small towns and semi-rural homesteads, the development of organized rural communities on the pattern of the Woodlake, Texas, experiment, are all measures that require a great deal of time for their execution. Progress is gauged on a different scale than is used in city relief planning. At Woodlake, 100 families took over, in August, a novel project in communal rehabilitation for which the groundwork was laid last December. Arkansas has been engaged for weeks in preparing 700 farmsteads for a similar development. There is talk in South Dakota of assisting 2000 drought sufferers to resettle in a different section of the state. Interesting and significant as these projects are, they cannot be counted on to make a visible dent in the urban relief load this fall and winter, where it is largely a choice between direct relief or work on public projects. Here is the least interesting but most pressing part of the problem.

It would seem to be a mistake for relief workers to assume that because FERA is dissatisfied with the present work program there is in prospect an era of free and easy administration, or of renewed spending on the pump-priming theory. Rather there is a determination to improve investigation and intake procedures so that waste in relief distribution may be reduced to a minimum and those properly qualified may receive better care. An important element in the reorganization which was begun last May is the grouping of states into relief districts for administrative purposes. In each district is an FERA field man with three staff aides; an engineer to supervise work projects, an auditor to supervise records, and a social worker to supervise relief activities. Administratively, these aides report to the field man; technically, to their chiefs in the FERA office at Washington. A greater degree of uniformity in relief practice is anticipated from this centralization of control, and instances of communities getting out of line through misinterpretation of federal policy are expected to be much less frequent. It is hoped that the old story of careful intake leading to more adequate relief, so well known to private case-working agencies, will be repeated here.

Neither should states or cities believe that there is to be any relaxation in FERA demands that they must continue to do their part in relief financing. An expert in the field of governmental finance is launching a careful inquiry into the fiscal condition of states and communities which represent themselves as being too hard up to participate in refilling the local relief coffers. His success in locating hidden resources may have a substantial effect on the extent of the future work program.

Progress is being made in improving the equipment of the front-line case worker in whose hands rests the ultimate application of relief policies. FERA money to the extent of $450,000 has been earmarked for training approximately a thousand workers in the better execution of their jobs. The program is spread over thirty-nine states. Each trainee will have the advantage of one half year's full-time instruction in an accredited school of social work, thus adding considerable leaven to the loaf of sound administration.

RESEARCH, too, is being pushed along a wide front. In eighty selected cities a careful study has been undertaken into the reemployability of relief recipients on such jobs as private industry later may make available to them. The vocational backgrounds and aptitudes of 160,000 persons are to be analyzed in this inquiry. Another urban study is concerned with the adequacy of present relief standards, and the added cost of raising them to a conscionable level if they are found to be low. In six troublesome rural regions, an exhaustive investigation is being made into the economic causes of current distress, with emphasis on the possibility of a long-time adjustment. Contemplated are fact-finding surveys covering the various forms of administrative set-up and procedure found in different localities, and of the personnel functioning within them. Local ERAs, anxious to implement themselves with more facts, are cooperating fully with the coordinating division of the FERA research department in developing these studies, and are finding many opportunities for the constructive employment of their white-collar clients in their prosecution.

By these and similar measures of reorganization and refinement of operation, FERA is girding itself for the big task ahead. It expects a record-breaking load this winter and it wants to be ready for it.

Its largest problem at the moment is that of providing an adequate work program for the industrially unemployed whose roots are firmly sunk in the brick and concrete of the cities; whose one need is now, as always, a job.

How We Managed

By CHARLES M. ENJEIAN

THE accompanying chart is computed from figures compiled from practical indulgence and shows our actual experience to the penny.

The standard of living pursued is budgeted as economically as possible and yet maintain a home and rear children fit physically and mentally to become American citizens of American standards.

While the food selected in this program is well proportioned as a balanced diet, supplying sufficient calories for sustenance—it need not be necessarily adhered to as an iron rule. Being a cosmopolitan race of people, we have hereditary likes and dislikes in foods; some may be accustomed to more vegetables and less meat, or vice-versa. Some may prefer pastry, less cereals, and so on. It would not be humane to dictate to people and compel them to revolutionize their lives and modes of living. It would also be as disastrous to change a person's acclimated form of diet as it would be to transfer an Eskimo from the Arctic Region to the Equatorial Zone. However, finally, a formula may be adopted for all and satisfactory results will be obtained.

According to this chart, in round numbers $.56 will finance one life a day. Assuming there are eight in the family, eight times $.56 equals $4.48 per day expense for the entire family; seven days times $4.48 equals $31.36 or a week's expenses. Of this amount, not more than 39 percent or $12.23 should be spent for housing, heat, light and gas—another 39 percent or $12.23 for foods, fruit, and so on, and 22 percent or $6.89 for clothes, recreation and medicine. Of course the necessity for medical attention cannot be computed until misfortune happens. But over an aggregate time the alloted amount will amply carry. When this amount will not carry, the case is accidental, and accidents are somewhat beyond human control.

Where membership in a family is less than six it will take 5 percent additional cost for each person less than six. This is caused by the fact that light, heat, gas, walls and roof will house one or ten persons with practically the same efficiency. In a case where ten reap the benefit, the ratio of expense per person is less per capita than when one is using these facilities.

These figures are compiled from the routine expenditures of a normal family. All figures are taken during the time when the depression was at its greatest depth; therefore they are conservative. I give below a few comments to explain some of the sections of the chart on the opposite page.

HOUSING. Five rooms are absolutely necessary to house three adults and three children and maintain them in the hygienic manner; to avoid unnecessary sickness, five rooms even in the cheapest locality and amongst the old buildings cannot be rented under $20 per month at the present average tax rates of all municipalities.

HEATING. Five rooms to the required 68 degrees to 70 degrees F., which is normal for human housing, will consume one ton of coal per month even with exceptional care in not being wasteful and using every precautionary move to conserve fuel.

LIGHTING. For proper diffusement of light it is recommended to use 75 watt bulbs in units of one, for illuminating a room. As a general rule two rooms are illuminated at one time, one in the kitchen for doing housework and the other in another room for the youngsters to prepare school work and cultivate their minds. The average time of consuming light is from 5 PM to 11 PM at retiring time, or six hours at 150 watts per hour, totalling 900 watts per day, thirty days per month, or 27,000 watts—27 kilowatts. Another 3 kilowatts is used through the month for the cellar, and so on, or total consumption of 30 kilowatts. The Public Service rates are 8 cents per kilowatt for domestic use . . . therefore $2.40 per month for electrical current.

GAS. Gas is a necessity for cooking, heating milk, cereals, food, water, and so on. At the rates for this service charged by the Public Service the average is $3.60 per month.

MEDICINE, MEDICAL-DENTAL SERVICE. These items are the least figured on, but one of the costliest and most necessary requirements of human life, especially in these so-called civilized and artificial modes of living.

MILK. It is considered by medical science as the most perfect food and really is required for the sustenance of all mamal species of life. Two quarts a day for three growing children is a minimum quantity. At 12 cents per quart—$1.68 per week.

BREAD. Bread is a standard international food and appropriately advertised as the staff of life; however ill effects may be obtained if over-indulged in. For that reason two loaves a day for a family of six is sufficient. Two loaves a day will slice to two slices to each person per meal. Two loaves at 10 cents equals 20 cents per day or $1.40 per week.

SOAPS. Soaps, toilet articles and antiseptics are needless to comment on in their daily needs in human life. Cleanliness is virtue next to godliness. We cannot be hygienically clean and healthy without the use of these products in the household, especially when 30 cents a week will do it.

CLOTHES. Two dollars per week or $104 per annum, while seemingly a small amount to clothe and maintain clothes has by actual experience proved enough to get by for a family of six, provided caution, care and moderation be used.

CHURCH, SOCIAL RECREATION. These functions of life are as necessary to living as are the foods we assimilate. Rest of mind and nerves—divertisement—are required to maintain a healthy and active body. One should seek and adjust his activities in these fields in

"THIS budget was created by necessity," says the author, by calling, an advertising artist. But not even careful planning could bring the budget for six people, three adults and three children under thirteen, "accustomed to a very different standard of living," to $18 a week, Mr. Enjeian's CWA wage as a draughtsman. "For the difference of $5.23 a week I was," he points out, "obliged to become indebted."

A Balanced Weekly Budget for Complete Maintenance of all Necessities to life computed on a Family of 6; 3 Adults; 3 Children.

HOUSING	Rent	Heat	Light	Gas	MEDICAL	Health Serv.	
	5 Rooms	¼ Ton of Coal	Illumination	Heating water & Coking		Doctors care, medicine & Dental	Total
	(1) $4.60	(2) $3.15	(3) .80¢	(4) .90¢		(5) $1.50	$10.95
FOOD	Milk	Bread	Sugar	Rice		Vegetables	
	2 qts. per day. 14 qts. per wk.	2 loaves per day 14 per wk. 2 slices per person a meal	5 lbs. sugar per week	5 lbs. Rice per week.		Potatoes, cabbage, Turnips carrots, spinach etc. — alternate each week.	Total
	(6) $1.68	(7) $1.40	(8) .25	(9) .25		(10) .75	4.33
FOODS	Meats	Coffee	Eggs	Butter		Fats	
	Lamb, pork fish, Veal or chicken — alternate 1 or 2 each week.	3/4 lb. per wks.	2½ doz. per week!	1 lb. per wk.		Lard, fat or oil for cooking 1 lb. per week.	Total
	(11) $2.00	(12) .20¢	(13) .90¢	(14) .25		(15) .15	$3.50
FOODS	Cereals	FRUITS	Fruits	SOAPS	Soaps.	CLOTHING	Clothes	RECREATION	Church. Social		
	cereal, Salts & Spices.		apples, oranges nuts etc. alternate.		soaps, Toilet articles etc.		all wearing apparel to stock & maintain — 34¢ per week per person		Church, S.S. school, Recreat. Transp. — 6 persons per week.	Total	grand Total
	(16) .50¢		(17) .70¢		(18) .30¢		(19) $2.00		(20) $1.00	$4.50	$23.28

accordance with his finances. One dollar per week properly invested will supply clean, wholesome recreation.

These figures reveal that a total of $23.28 will maintain an established home of six members with all bare necessities of life. This amount equals a total of $3.88 per capita a week or 55 and 3/7 cents a day per person. Taking these figures into consideration we cannot help realizing that even under the regime of the present economic system, where profits and distribution are mercilessly unbalanced, the cost of living per person is but practically nil. Fifty-five cents per person for all necessities, should not be very difficult to earn or obtain.

Judging from the articles appearing every day in newspapers and periodicals, there is much difficulty in handling a program of relief to the afflicted public, or other projects to meet and fairly deal with all cases of distress.

There is no doubt that we are dwelling in depressed times, times where ample natural resources cannot find their proper channels to meet the demands of the masses, times where hundreds of millions of normal-bodied, normal-minded, energetic, willing men and women are in want of food, shelter, clothes and all the other necessities of life. What the reason for this condition is, is not the object of my submission, but how to efficiently and harmoniously handle existing projects, to keep peace, good spirit, good will and clean atmosphere in our land, is more what we should seek to accomplish at this time. After this *is* accomplished, we should seek methods to keep this good will and spirit by more even distribution of natural resources and accomplishments of human efforts.

Inasmuch as the work relief is designed to facilitate an existence for the people until such times when private industry will assumedly absorb man power, why not use concrete methods? The required amount of cash necessary to give per person is easily computed; the number of people in a family cannot be concealed; therefore the required amount of cash for each family can be calculated; then why not give the heads of families only enough hours at respective rate of compensation for their type of work, to net them enough cash to meet their demands, in accordance with the accepted and recognized budget? By this method one who has two to support will not receive the same amount as one who has ten. Should both cases receive the same amount of cash, one can live in luxury—the other cannot exist. This is not a fair method of dealing with relief. This suggested method will also eliminate much of the possibility of partiality that naturally takes place. This method will also conserve the appropriated funds and stretch their usefulness to a much longer period of time.

Poor Man's Justice

By GRACE OVERMYER

"A POOR-MAN'S court," where suits involving less than $50 may be quickly and inexpensively handled was established in New York City on September 1, under a bill passed by the regular session of the state legislature and promptly signed by Governor Lehman. While the Small Claims' Court will relieve congested court calendars, its main purpose, as Governor Lehman stated it, is "to give the poor people of New York City suitable court facilities for law suits involving small amounts." He added, "Under this bill it will also be possible to set up evening courts, so that people will not have to lose any pay or endanger their jobs when they have to go to court."

It is perhaps not generally known that for a good many years the State of New York, through its Labor Department, has maintained what is in effect a small-claims court. The activities of this Bureau of Labor Welfare center in the collection of wage claims, and though it lacks the full status of a court, it performs important court services simply and expeditiously. Its services are entirely free and it is state-wide in its operations, in these respects differing from the newly created "poor-man's court."

During 1933 the Bureau of Labor Welfare made wage collections for 10,924 working-men and women, the amounts ranging roughly from 75 cents to $75, and totalling $200,072.29. In ten years it has collected and returned nearly $800,000, representing pay for services rendered, which workers otherwise would have lost.

Since 1924 the Bureau of Labor Welfare has been under the direction of Lillian R. Sire. To her direct and energetic methods, courage and resourcefulness, Frances Perkins, when industrial commissioner of New York, credited much of its success.

With Mrs. Sire or one of her assistants sitting as referee, weekly wage-claims hearings are held at the State Office Building, in New York City. All complaints are investigated, and if they are verified, the employer is served with a subpoena, bearing the red seal of the Labor Department, and a date is set for a hearing. If the employer wishes to contest the case he attends the hearing, often with an attorney. Complainants rarely have counsel.

Outside the hearing-room on a Wednesday morning one sees a motley crowd of claimants, waiting their turn. The first case called is typical—a dress-making group made up of a half dozen illiterate white girls, three colored girls and three or four slovenly white men and boys. The spokesman—a colored girl—produces piece-work tags and a time list to prove that wages have not been paid as promised. Some argument follows, but the merits of the case are clear.

THE next claimants are waiters from a "dining-car" lunch stand—two young Italian men and an American woman, whose appearance and manner support her statement that she is a nurse unable to find work in her own field. The respondent is a Greek who speaks through a staff interpreter. His claim that he is the owner of the lunch-wagon, but not the proprietor of the stand, necessitates postponement for further evidence.

Then follows a grocery clerk, with a claim for $1.71 for overtime; and after him a hotel dish-washer, his hands burned by lye water, who claims $4.25—a half week's wages, unpaid because he left without notice. Through the morning a varied assortment passes in review. A young Italian boy, who has been working in a hole-in-the-wall shoe-shine parlor for three weeks without pay; a Negro coal-truck driver, who exhibits

frosted fingers and complains of underpay. A domestic servant, whose myriad curls and dashing costume might proclaim a less drab occupation, confronts her mink-coated ex-employer, irate, check-book in hand, ready to dispose of the unpleasant business.

Many claimants leave the hearing-room with a "Thank you, miss," "Thank you, ma'am," as they file past Mrs. Sire.

At the hearings formal rules of evidence are discarded. Through a maze of irrelevant testimony, squabbles and recriminations, the presiding officer goes directly to the essentials. If the defaulting employer pleads inability to pay—as almost invariably he does—he is apprised of the alternative. If the amount involved is less than one hundred dollars, the case may be referred to the Municipal Court, and the penalty, in case of conviction, is much more serious than mere payment of wages. When the respondent is a corporation, and refuses to abide by the decision of the bureau, the case may be sent to the Attorney General for prosecution under the Labor Law. Bad check cases which resist settlement go to the District Attorney. Nine times out of ten, however, the employer finds a way to raise the necessary funds.

Though a worker's case may be dismissed as not constituting a just claim, the majority of cases are settled for the full amount. Payments must be made by the employer to the Labor Department, and from the Department to the worker. If an employer is actually in straitened circumstances, installment payments are sometimes permitted—$3, $5, or $10 a week. Often complaints are against firms in bankruptcy; in these cases, the bureau helps employes file claims with receivers. If a respondent has died, communications are established with his executors.

Frequently during the year Mrs. Sire journeys up-state in a Ford furnished by the Labor Department, inspecting labor and construction camps and collecting wages. Late in the summer she holds hearings for a few days in the court house at Monticello, to take care of the all-too-numerous summer hostelries which dismiss employes at the wind-up of the season without pay.

THE racket most commonly practiced by these hotels is for a proprietor to engage a staff of cooks, dishwashers, waiters, chambermaids, hostesses, and entertainers, often through an unscrupulous fee-charging agency in the city. The staff is brought on for Decoration Day after which—as this is in advance of the regular season—most of the employes are laid off without pay, but told to return July 3 for the opening of the season, with the verbal assurance of wages in full at the season's close. After Labor Day, the staff which has received only board and lodging, may again be dismissed without pay, or given worthless checks in return for a season's work. So prevalent, indeed, had become the practice of not paying summer-hotel workers that a group of proprietors of the more reputable resorts in the Catskills three years ago agreed to obtain their employes through the State Employment Service. This is a guarantee that the worker's rights will be protected, as the public employment service charges no fee, and is in a position to demand that the employers with whom it deals fulfill their contracts. Though bad times seem not to have lessened the number of adventurers who, with a few hundred dollars, try to set themselves up in the summer-hotel business, a slight lessening of claims is noticed. Unquestionably proprietors are coming to have a wholesome dread of a small, determined woman in an inconspicuous car who appears in the summer-resort region at about the time most of the guests are departing.

The corporation wage law, requiring that wages be paid weekly, is a valuable protection to workers, as is the section of New York's Municipal Court Code providing that if a suit is brought within 90 days for wages of less than a hundred dollars an order of arrest of the employer may be obtained. Since no employer wants to go to jail, very few wage-claim cases have to be referred to the municipal courts. This provision, however, applies only in the City of New York; up-state workers have no such protection.

Corporations failing to pay wages are subject to a heavy fine in New York State—not less than $100 nor more than $10,000 for each failure. If the corporation is solvent there is no difficulty in obtaining wages, but there is a surprisingly large number of shoe-string corporations the officials of which are not stock-holders, and the stock-holders of which if any, have no property that can be located. The employer is always an official, but often he evades obligation by owning no stock.

FULLY half the claims now filed with the Bureau of Labor Welfare are against firms which are legally incorporated although financially not responsible. A favorite refuge of the racketeering employer is to incorporate not once, but many times, as he may legally do. The Bureau of Labor Welfare had the case of a man who incorporated himself six times in one year, each time under a different name, and each time owing wages that he was ostensibly unable to pay. No stock had been issued. This case was settled in the criminal courts. Frequently the Labor Department locates property which could be utilized for wage payment only to find it in the hands of a holding company, and thus legally immune.

Wage payment by check is another prolific cause of claims. Only corporations furnishing the Labor Department proof of financial responsibility are permitted to pay wages by check, but any unincorporated employer may give checks to employes. The "bad-check law," effective since September 1931 makes the delivery of a worthless check on the part of any person a misdemeanor. Previously although it had been a felony to give a bad check in payment for goods, there was no penalty for paying wages with a bad check. But the Bureau of Labor Welfare still handles about two worthless checks a day throughout the year. The majority are for amounts between fifteen and twenty dollars and many are post-dated. The giver of a post-dated check is not liable under the law, even though the check is worthless at the time designated for payment; neither is the giver of a worthless check immediately liable if he stops payment before the holder presents it at the bank. Many summer-hotel proprietors have taken advantage of this convenient loop-hole, giving checks to departing employes and then hastening to stop payment. The possession of a worthless check is however of assistance to the claimant in furnishing written proof of a valid claim.

During 1933 in addition to its other activities, the bureau gave information and advice to 25,109 individuals in matters pertaining to citizenship, deportation proceedings, bankruptcies, marital difficulties, criminal complaints of many kinds, interpretation of employment contracts, and translation of foreign passports.

The humanitarian work of the Bureau of Labor Welfare is accomplished with a very limited appropriation, and by a small staff of half a dozen investigators, an equal number of stenographers, and the chief. Everybody works at top speed. There is no time for formalities or for special consideration of any client. There is only time to see that the "poor devils" obtain a measure of justice.

Cash in Hand

By GERTRUDE SPRINGER

> *Miss Bailey Says . . .*
>
> *Cash relief, after a long course of grocery orders, brings new family situations to puzzle the workers. For instance, what about—*
>
> *The man who uses the first check, calculated to meet his family's needs for two weeks, to "go into business?"*
>
> *The woman who reports that her husband "drank up" the first check in two days, and what are they going to eat till the next one comes?*
>
> *The family that shatters its budget by going on a "bust" of hair-cuts, ice-cream cones and new shoes for the baby?*

"THAT Smollen man has gone into the egg business."

Miss Bailey unfastened her attention from the latest general order from headquarters and raised slightly glassy eyes to the young worker across her desk.

"Egg business? Egg business?" Automatically her hand went out to the card file.

"Yes, the egg business—peddling. He's put up his whole relief check, and when I told him he'd just have to get it back and stop such foolishness he as good as told me to mind my own business."

Miss Bailey had the card now. "Smollen—three children—last job in a dairy store—nine months on grocery orders. And he still has pep enough to strike out for himself!"

"But Miss Bailey, it's just crazy. How can he sell enough eggs to get his money back? And what are they all going to eat? I guess he's one of those people who can't manage money."

"I wonder." Miss Bailey took another look at the card. "They seem to have managed a thin grocery order pretty well. What does his wife say about it?"

"Oh, she's such a lump. It's Poppa this, and Poppa that. 'Maybe some day we have a little delicatessen.' Can you imagine—on a relief allowance? It's so hopeless."

"But they are not hopeless, Miss Tucker. Nine months of grocery orders haven't been able to kill their hope and courage. Three cheers for Poppa Smollen, and if Momma is a lump give me more lumps."

"But Miss Bailey, suppose—"

"Suppose nothing. Give him his chance. He and Momma have probably been hatching this egg scheme for weeks, and I'm not being funny. He certainly knows more about the egg business than you and I, and has everything to gain."

"And if the egg business flops, do we still keep them on cash relief?"

"Why not? One flop won't prove anything."

"But—but—" Miss Tucker was still doubtful.

"It isn't our worry or our gamble. And I'll bet you a soda that he wins out. Suppose we just forget the Smollens till time for their next check. Give them a chance to work out their egg business for themselves. Aren't we funny? We worried because grocery orders kept people from managing their lives in their own way, and now we worry because they do manage. Let's thank the Lord for the Smollens and their kind who refuse to be beaten and let's do our worrying over the ones who keep on taking it."

It is a curious fact, noted in cities that have changed from grocery orders to cash relief, that it is the relatively young workers, their social-work experience limited to mass relief, who are most doubtful of the new system and who only reluctantly loosen the guiding strings that the old one put in their hands.

"We had no idea we had become so protective, or maybe so jealous of our power," said a supervisor in a city where cash relief started as a demonstration and is now a policy. "The first week we issued checks the office was a bedlam with the visitors running in with this or that story to show that it wouldn't work. They were like a lot of hens, one clucking about old Mrs. So-and-So who blew in half her money on patent medicine, another about Mr. Whooziz who had gotten an entirely unessential watch out of pawn, and another about somebody who took all the children to a street carnival. All proving that these people were incompetent to manage money and should be put right back on grocery orders. Little by little we have learned to let people alone, to let them call their own tunes and pay their own piper. But some of us still find it hard to keep hands off when families take unpredictable chances with their little bit of cash.

"SOMETIMES their ideas do seem pretty wild. We had one man who through two years of relief clung stubbornly to a little old delivery truck that seemed like junk to us but which he was sure would some day help him back into—of all things—the corset business. And bless you, with his first cash didn't he, to the frank disgust of the visitor, buy five gallons of gas and set out in that old rattle-trap to go into the corset business. You'll not believe it, but his business was to comb over trash collections for cast-off corsets which he 'rehabilitated' and sold to heaven only knows whom. Of course it seemed wild and we were strongly tempted to put him back on grocery orders to protect his family. But we held off, and at the end of two weeks his family had gotten by and he had a clear profit of $1.85. His business has grown steadily, and he says that in another month he'll be off relief. And I believe him. Now who in the world of us would have had imagination enough to see what that man saw as a business for himself?

"I remember another case of imagination that first week. She was a little old woman living in a miserable furnished room, cooking her food order over a gas plate. She had a sister living at the other end of the state who offered her a good home but neither of them could raise the several dollars railroad fare and the rules forbade us putting up so much as a nickel for that purpose. It went on that way for months. The day the first check was delivered the visitor came in all hot and bothered. 'Old Mrs. Jennings wants to use her check to go to her sister. I told her it was for food and shelter, not for a trip. Can you imagine it?'

"Well, I hadn't imagined it, more shame to me, but I

knew a good idea when I saw it and there wasn't a rule in the book to stop us. The very next day we had that old lady on the train and the case was closed. But it was her imagination, not ours, that turned the trick."

Opponents of cash relief have steadily insisted that clients, given money, would drink it up or fritter it away on non-essentials. Well, some of them do either or both, but cities where cash relief has been the procedure for months report that the number who do so is so negligible that only a sensation seeker can make an issue of it.

"Liquor is no more a problem under cash relief than it was under grocery orders," says a supervisor who has functioned under both systems. "People who are bound to have it got it then and get it now. The only difference is that now they pay cash instead of trading in the best parts of the grocery order. The form of relief has nothing to do with drinking. Perhaps if we were wiser and not so hard driven we could do something about the occasional cases where it raises serious family situations, but as things are there is little we can do except to deal as best we can with each circumstance as it comes along.

"We had more complaints of drinking husbands the first two or three weeks of cash relief than we have had since. Unaccustomed cash in hand was too much for them. More than one woman came to us during those weeks to confess her mister's weakness and would we please give her a food order to last till the next check. We couldn't and didn't, for if we had once started that business there would have been no end to it. We knew that some of the women were just trying us out hoping for both cash and grocery order. Others we knew were genuinely distressed. I remember one woman whose husband took the money and disappeared, turning up after twenty-four hours without a cent. And there were three children to feed for a week. We could do nothing except advise her to ask for credit at her corner grocery and to promise that the next check would be put in her hands and not his. Someway she managed, but the next week he again got the money away from her. She begged us then to put her back on a grocery order and we did."

IT is not surprising that people who for long months have handled literally not a cent of actual money should lose their heads a little over cash in hand. Experienced workers are tolerant of this very human frailty, and insist that the real object of cash relief will be lost if the visitors keep a managerial hand on the family purse.

"The first cash seems like so much more than it is," says a supervisor who has defended cash relief in and out of season, "and only experience proves to the families how little it is. When for months you haven't had a thin dime to call your own ten dollars makes you feel rich enough to buy the Wrigley Building. We tried to make the families understand exactly what the cash had to buy for them—the budget was down in black and white. After that it was up to them. If they went on a bust of ice-cream cones or movies or what-not it was not our business. If they got in a jam we gave them friendly advice, but they had to work out of it themselves.

"They are usually pretty sensible. They know it is foolish to march seven children off for a barber hair-cut when up to now home trims have done well enough; to buy white kid shoes for a baby that hasn't yet learned to walk, or to spend car-fares for a family expedition to grandma's grave with double ice-cream cones all around on the way home—but they seem to have to do such things at least once and far be it from me to say that I would do differently in their place. I had the greatest sympathy for the woman who came in looking not half as ashamed of herself as she said she was. 'I suppose I ought to be killed,' she said, 'but I went right out and got myself a permanent. I was just sick of myself, and it's no wonder I couldn't get a job with that stringy old hair. What do you think of it? My husband says it makes me look ten years younger.' It didn't of course, but curiously enough, perhaps because of the permanent or of the self-confidence that the permanent gave her, she really did get two days' work a week. I don't know how they managed their budget. It wasn't my business."

However cautiously relief organizations have experimented with cash relief—and more and more of them are doing it—it is notable that not one would willingly go back to the grocery-order system. There are transition pains to be sure, but they soon pass and the obvious lift to the morale of ninety-nine out of a hundred clients compensates in a great measure for every difficulty.

In New York, latest of the big cities to make the change, practically none of the anticipated difficulties have eventuated. The first plan to transfer to a cash basis only selected families known to be good managers was so obviously open to charges of discrimination that it was abandoned and the whole body of 167,000 home-relief families were put on cash. It was thought in some quarters that "for their own good" fully a third of them would have to go back on grocery orders. After three months' trial the percentage of transfers is too small to talk about—a few alcoholics, a few feebleminded, a few invalided parents whose inexperienced children must manage the shopping,—that is all. The story in New York is the same as in other cities that have made the change; clients shop around and get more with their money than they ever did with grocery orders, and they find satisfaction and self-respect in doing it. And if, out of their meager allowances, they are able to save up for an occasional indulgence, who are we, say the supervisors, to censure them or to interfere.

Predicaments encountered day by day by busy relief workers are the subject of this series of articles, the discussion in which is drawn from the experience of supervisors in various parts of the country. Sixteen earlier articles of the series are now available in two pamphlets, Miss Bailey Says. . . . Thirty cents each, postpaid of The Survey.

Little Woman, What Now?

By DAVID W. HAYNES
Kensington District, Philadelphia County Relief Board

CAST: *Visitor*, Puddinhead Jones.
Clients, Annie St. Vincent Vandercleve and her husband, Elmer.

SCENE: Vandercleve's house, simply furnished and very neat. Annie in housedress and large white apron and Elmer in overalls are model clients.

Curtain reveals Annie dusting. She pauses, looks at calendar and calls.

ANNIE: Elmer, Elmer!! Where's Elmer?

ELMER: (*off stage*) Coming, Annie, coming. (*Enters*)

ANNIE: (*pointing to calendar*) Why is today marked red?

ELMER: Is it our wedding anniversary?

ANNIE: No, I don't mark that any more. Oh, now I remember. Mr. Jones is coming.

ELMER: What Mr. Jones?

ANNIE: Why Elmer! Mr. Puddinhead Jones, our visitor.

ELMER: That's right. Well, I guess I'll go and put on my shoes. (*Exits*)

A knock at the door. Mr. Jones enters, jovial and brisk.

ANNIE: Good afternoon Mr. Jones. We were just talking about you.

JONES: (*opening brief case and pulling out forms of many sizes and colors*) Well, well, well. Pleasantly, I hope.

ANNIE: (*calling*) Elmer, Elmer, come here and let Mr. Jones see you. (*Points to small radio under Jones' arm*) What's that thing?

JONES: Oh that's the new standard equipment for visitors so we can keep up on orders from headquarters.

ANNIE: A radio! Isn't that nice. Turn it on now Mr. Jones. It's time for Clara, Lou and Em.

JONES: Why Mrs. Vandercleve! Certainly not. This is strictly for business.

ELMER: (*enters excitedly*) Oh Annie, what do you think —(*Sees Jones*) Oh, good afternoon Mr. Jones. (*Turns back to Annie*) We have an increase in the family.

ANNIE: Elmer!

JONES: A little sudden isn't it?

ELMER: You know those surplus eggs they gave us? Well, six of 'em have hatched.

ANNIE: Wha-a-t! Now what are we going to do?

ELMER: Those chickens will have to be fed. (*Turns to Jones*) What about increasing the food order?

JONES: (*facetiously*) Well, for new arrivals we usually give a layette.

Suddenly the radio booms in with the deep clear voice of a woman executive. Annie jumps, Elmer stares, Jones whips out a pencil.

RADIO: Calling all visitors. Calling all visitors. All visitors.

JONES: Sh-sh. Listen.

RADIO: Attention visitor district 456. Proceed at once to Bowling Alley. Smollens' baby has swallowed fifty-cent piece. Take medical history and investigate new source of hidden income.

ELMER: That's right, track 'em down.

ANNIE: I do hope they get the fifty cents back.

JONES: (*affably*) Well, how are things with you, Mr. Vandercleve?

ELMER: (*checking off items on fingers*) There is no change in circumstances here. . . . Work situation remains the same. . . . Mrs. V. got an odd day . . . the rent book shows $3 paid at irregular intervals . . . there are no relatives aiding.

JONES: Just as I thought. Isn't there something I can do? We want to be helpful you know.

ANNIE: Tell him about your shoes, Elmer.

ELMER: Well, to tell the truth, Mr. Jones, my shoes are terrible.

JONES: Let me see. Um-m-m! So they are, so they are. I'll make you out a shoe requisition. (*Rummages in brief-case*)

RADIO: Calling all visitors. Calling all visitors. New rules on shoe slips. New rules on shoe slips.

JONES: Say, isn't that lucky? You'll get the very latest rule.

RADIO: Shoe slips will be made out in triplicate. Clients will take blue slip to Red Cross and wait. Visitor will take yellow slip to Green Street for black shoes and green slip to White Street for brown shoes. Blue triplicate will go in red folder.

ELMER: I guess you needn't bother about those shoes for me, Mr. Jones. I'll just get along with my red slippers.

ANNIE: But Elmer, what about the coal? Haven't you sifted those ashes for about the last time?

ELMER: That's right. Mr. Jones, when does our coal expire?

JONES: Now let me see. You might be a 5½ Automatic. (*Rummages in brief-case*)

ANNIE: Oh no, Mr. Jones. We've always been Seventh Day Adventists.

RADIO: Calling all visitors. Calling all visitors. Forecast on the coal situation. Coal will be sent by the number of rooms. A shed-kitchen is a room. A shed-kitchen is a room. A bathroom is not a room. A bathroom is not a room.

ANNIE: (*indignantly*) I never heard of such a thing! Our bathroom is too a room.

JONES: (*soothingly*) I find I can send you some coal. I'll order it right away so you can have it for Sunday dinner.

RADIO: Attention all visitors. Attention all visitors. We will now hear the Visitors' Quartette singing Don't Blame Me, followed by the five-o'clock musical notes. Stand by.

JONES: Oh boy! Five o'clock. Time to go home to the wife and the kiddies. Well, I'll see that you're fixed up. (*Picks up radio and brief-case*)

RADIO: SOS visitors, SOS visitors. From Washington. From Harrisburg. New cases. New rules. All visitors report at once to home office. At once. At once. Employment classification to be completed by 9 A.M. to go by special messenger to Washington to Harrisburg. Report at once.

ANNIE: Aren't those radios wonderful, Mr. Jones?

WRITTEN for the revue, What a Relief, produced by the staff of the Philadelphia County Relief Board for its own delectation, this skit was later a feature of the show, After Hours, given by the Social Work Publicity at the Kansas City meeting of the National Conference of Social Work.

Youth Without Work

By BENEDICT S. ALPER and GEORGE E. LODGEN
The Massachusetts Child Council

WE knew that many Boston boys and girls just out of school were without work and probably without any urge to do anything but work. We were clear in our minds that they were exposed to influences demoralizing to morale and steady habits. But we knew little about the boys and girls themselves, about their actual situation, their schooling, their attitudes, and their hopes, and to what extent discouragement and despair, evident in older adolescents longer without work, had taken root in them. Any possible plan for helping these young people, blocked at their entrance to the adult world, seemed to swing on more exact knowledge of what they were doing and thinking, what exactly was their education and training, their employment history if any, and their work and recreational preferences, how were they occupying themselves, how were they behaving, how reacting to their present plight.

To disclose what was happening to young people in their first years of unemployment, the Massachusetts Child Council undertook a survey, directed by Herbert C. Parsons, of 330 boys and girls between the ages of 16 and 18, definitely finished with school and only casually and occasionally employed. It was of necessity a sampling study, but the sample was as typical as it could be made, drawn from settlement houses and clubs, nonmember friends, boys known to the Juvenile Court, out-of-state transients, affiliates of an unsupervised Athletic and Social Club, and CWA registration files. Boys and girls were represented in the proportion of 60 to 40, respectively. The group included children of native-born whites and Negroes and fifteen foreign-born-parent nationalities. All parts of the city were represented in some proportion, and all parent-occupation classes in some degree. The major portion of the study was devoted to a statistical portrayal and analysis of the 330 case histories, but out of the tabulations and summaries emerges a figure, a composite individual, who bespeaks the whole group.

He left school at his sixteenth birthday and has been out of school eighteen months. In all probability he went to high-school for something over a year, but left usually for financial reasons, although very often he did not like it. If he left before his sixteenth birthday and should have carried on further study in Continuation School, the chances are even that he failed to comply with the law. If he stayed on in school after his sixteenth year, the chances are much greater that he received some real vocational training, and also greater that he returned for further training. If he did return to school for whatever reason after his first leave-taking, he chose a commercial course in overwhelming proportion to any other.

Whether he be boy or girl, he brings little thought or plan into the spending of his day. If a boy, he confesses to much hanging around the corner with his friends, if a girl, she turns to housework or to aimless staying at home to fill her time. The effect of the settlement house, the club, the organized character-building agency, seems to have slight incidence in his life, although he may be a member for over two years and attend every day. His own Athletic and Social Club has a greater hold on his interest and loyalties as evidenced by his daily attendance, which suggests that there is a need here which defies the genius of the youth organizer. Hobbies and other creative activities fill little place in his daily round, and he expresses slight interest in them even if he is working steadily. If he were working and did have money, he would prefer to indulge in many pleasures which only money can buy, although this may be offset by a serious and sincere intention to return to school in the event of employment so as to fit himself for advancement.

The chances are about even that he has had some work in the time since he left school, but if he did it lasted not quite four months. In fact, the lower the age and grade at which he left school, the greater the probability that he secured employment. Nine times out of ten his school training did not seem to carry over into his work experience, but a somewhat higher ratio of continuity was evident between jobs than between school training and the job he held longest. In over three quarters of the cases he secured his slight employment through his own efforts or through friends and relatives, and averaged about nine dollars a week while he was at work. When confronted with the possibility of a work preference, he is apt to choose work he was trained for in school, despite the fact that his training has slight relationship to such work as he did when he got out of school. Expressed absolutely, his greatest preference is for some type of business opportunity.

HE has had a great deal of time in which to get into trouble, and frequently urges this as his reason for doing so. Although he admits to much more frequent delinquencies than he has been caught in, the apprehended youth is only one fifth of the total group. If he has been in court at all since his departure from school, his average is twice, exclusive of previous appearances in court. Membership in a supervised organization seems to have little effect on keeping him out of court, but his membership in his own Athletic and Social Club seems to be related to more actively expressed anti-social conduct.

Such a summary analysis of the objective and measurable characteristics reflected by the unemployment of 330 boys and girls fails to appraise the underlying psychological attitudes which seem to be engendered by and concomitant with their plight. The first important point here is that, above all, these young people want work. The large numbers who have expressed dislike of school as a reason for leaving, the large fraction of highschool graduates who feel they have gone far enough to entitle them to find work now, the appreciable percentage of those who would consider education only as it was related to advancement in their work, all point away from a program purely educational in nature. This is not to say that an educational or recreational program could not depend from or hinge upon a work program. But work should be the core.

Another powerful urge in these young people must be mentioned. The economic life has a spur for them which is seen through all their training, schooling, thinking, and ambitions. They have been taught, and have absorbed from the tradition around them, that the good life is tantamount to a life of business. They want the ease, the remuneration, the prestige, that goes with clean work in an office or a store, or the routine security of factory employment. They are doomed, of course, to

disappointment for some time to come, for even as conditions improve they will not be the first to be absorbed. In some way, and this depends on the administration of a program worked out for their benefit, they will first have to be unconditioned of this ideology of business as the supremely good life and guided in the constructive and healthful use of leisure.

They need a vitalizing standard of a sort that will allow them to envisage life as consisting of something other than a comfortable existence adjusted to a nine-to-five round in the employ of someone else. They require instruction and inspiration to see life in its other aspects, and to make these aspects vital parts of their own lives. This task of readjustment of their attitude, whether it springs from the apathy of puzzled youth, or from the tradition of our business heritage, should be made the responsibility of some branch of our organized system so that they may be led toward a fuller life than they give promise at present of entering upon by themselves.

But perhaps the most obvious single characteristic which marks this group is their utter failure to think out their own particular problems, or, much less, to appreciate the broader implications of general unemployment. Any attempt to get their beliefs as to the reason why they could not find work was met in the great majority of cases with blank surprise. When their own predicament was presented to them for examination, it is not going too far to say that they almost failed to recognize it as part of themselves. "Gee, I don't know," was the typical answer, and there the matter stopped as though their answer was at the same time an explanation. Few had gone deeply into probable causes or had thought about them even within their limited knowledge and experience. A sizeable proportion were only too ready to ascribe their inability to obtain employment to lack of luck or influence, while an appreciable number gave more personal reasons—racial, physical, personality, appearance, lack of education, reform-school records, and so forth.

Almost a third of the group had some realization of the handicaps imposed upon them by competition with adults because of their youth or inexperience. However, despite the apparent cognizance of the problem evidenced by their remarks, the prospect of returning to school until such time as they were older and better trained was in no wise appealing.

This passivity and lack of planfulness is further instanced by the manner in which they fail to acquire constructive influences or habits. There is little in their lives but the remote prospect of work, and meanwhile they deplore their lack of clothes and money, their inability to help shoulder the financial burden at home. With most, the day drags and brings no satisfaction. Yet with all this, those will look in vain who seek in this group an aggravated resentment against the existing social order. There are very definitely the seeds of discontent. But the attitude expressed by "They make me sick with their excuses for not giving me a job," has not yet been crystallized, organized or directed. Within the narrow age range studied it is impossible to postulate the definite presence of such a trend. However, it is evident and significant that the longer the period of unemployment, the less the effort to seek work. This is only one symptom, which while not in itself immediately disturbing, has as its end-product the restlessness and desperation showing itself in young people between the ages of 18 and 25.

In this older group the feeling of hopelessness has become crystallized and articulate. Unless some preventive measures are taken with the younger group, the development of their attitude will progressively parallel that of their older brothers. A planned program, whether it be recreation, education, or work, will at the same time serve as preventive mental hygiene. The morale of these boys and girls if once destroyed may never be regained.

The Future of Homes for the Aged

By ERNST P. BOAS, M.D.
Chairman, Committee on Chronic Illness, New York Welfare Council

WITH the establishment, in the not too far distant future, of comprehensive old-age annuity systems, and with the more complete development of placement of the aged in boarding-homes, the potentialities of which have been so admirably demonstrated by the state of Massachusetts, the field of the present homes for the aged will be greatly curtailed. Of course there will always be some old folk who for one reason or another will be in need of an institutional haven. But they will be relatively few and the present homes will either have to close their doors, or else broaden the service that they are prepared to give. There is at present, and there always will be a great need for institutional beds for the elderly chronic sick who require custodial care. A person who has had an apoplectic stroke, but who has partially recovered, one with a heart affection that sharply limits his activities, one severely crippled by chronic rheumatism, need institutional shelter.

Most of these chronic invalids can walk but little, many are confined to wheel chairs or to their beds. Their life is circumscribed by their enforced immobility. What can existence, year in and year out within the four walls of a bare room in a poor home of their own offer them? The time consumed by the simple procedures of bathing and feeding them and making their beds is so great that care can hardly be given by a visiting-nurse service. But in an institution this care is greatly simplified. Furthermore, in a well-planned institution occupation, amusement, diversion, social contacts, a chance to get into the open, into a garden, can all be provided. So for the incapacitated aged an institution often offers the best form of relief.

Here, it seems to me, is the logical field for the present homes, their service organized to provide not alone room and board, simple nursing care, and medical supervision directed to making the aged person comfortable and arresting the progress of his disease, but also to provide human contacts, and some means for sustaining his emotional and intellectual life.

Such an institution must, of course, be endowed with better facilities than most of the present homes for the aged, but they need not be very complex or expensive. Ample grounds, porches, elevators, wide doors allowing the passage of wheel chairs and beds, are the main structural requirements. More service must be available for the guests; diet kitchens or floor pantries; means of serving meals in the rooms as well as in a central dining-room; plenty of maids or attendants to feed patients and attend to their personal needs; more nurses; more intensive regular medical supervision; a simple infirmary for those suffering from intercurrent disease or sudden set-backs; liaison with a hospital, preferably one for chronic diseases, to

allow of transfer of guests who become so ill that the resources of the home no longer suffice; a social director or director of occupations with adequate work shops; provisions for radio, motion pictures, games and reading.

None of these suggestions will appear new or startling to those now conducting modern homes for the aged. For every such home harbors some patients who have incurred their disability subsequent to admission, and strives to meet their needs. The difference will be largely quantitative with the resultant necessity of providing these facilities on a more universal scale. It will cost somewhat more to conduct a home for the aged in the fashion suggested, but the cost will not be excessive, and the institution will then be performing a useful function.

One precaution will have to be strictly observed. No invalided candidate may be accepted for admission until he has been painstakingly studied and treated in a hospital to make certain that whole or partial rehabilitation by medical treatment is not possible. If this is neglected these homes will make the same cruel mistakes so often made by the homes for incurables, which, having acquired a false omniscience through the finality of their name, did not take the pains to discover whether or not their guests might be relieved of their ills by proper medical treatment.

The suggested change in the scope of the institutions for the aged cannot be achieved in a day, nor is it desirable that it should be. The homes for the aged are part of a complex social mechanism, they cannot remain alive without reference to the whole. Until such time as provision is made for the able-bodied aged in their homes, the institutions cannot turn them from their doors. It is this very interdependence of the varied agencies whose activities touch upon the lives of the aged population that must be stressed. Each individual agency must realize more fully than it has in the past that it is but a unit in a larger community program, and that the planning of this program, and the alignment of particular projects in accord with its general purpose is an essential part of its functions. In so doing the individual agencies will catch the social drift, and direct and alter their own activities accordingly.

"We Had to Use Our Wits"

By HELEN GUTHRIE MILLER
American Child Health Association

A COLD gray day in the Ozarks of Arkansas, with a light mist silvering the budding green, but promise of a real adventure giving zest to the twenty-five mile drive off the beaten track. The state supervising-nurse had enticed me to visit a diphtheria clinic up at the little cross-roads settlement of Hobbsville, by the promise of a story of community purchase of medical care. Up and up we went, farther and farther into the woods, until in an open space on the banks of a mountain stream we found the home, the man and the story.

In a large comfortable kitchen before an open wood-fire, we found John H. Hobbs, forty-year resident in the Ozarks, who cheerfully told us the story of the Hobbstown Mutual Health Club. "We figure that a man's worth something here, yet people have to die for lack of medical care. What we wanted was to work out a way to give it to them and to get the doctor paid. With eggs at six cents a dozen and butter fat at fourteen cents a pound, we hadn't much money so we had to use our wits.

"We laid out a territory about seven miles square and called in heads of families to talk it over and decide upon a plan. First we found out how much each of the fifty families who wanted to join had paid for the doctor over a period of two years, not counting care in childbirth or chronic cases. The average sum paid was $3 a year, so we decided on that and 20 cents for running expenses.

"People naturally want their own doctor, so we took a vote and all but one family voted for two doctors in the nearest small town, nine miles away, so that was settled. We wanted these doctors paid, and as people are loose about paying, we had to hold them down. So we made up a pledge and everybody signed. If a member is in arrears he must pay up and as a penalty pay two months in advance before he can call a doctor. A president, vice-president and secretary-treasurer were elected and an executive committee of five, one from each section of the district.

"In a case of sickness, the nearest member of the executive committee is called in and if the family is in good standing he okay's the call to the doctor, so he is sure of his pay.

"I then went to the village to see the doctors and get them to sign an agreement with the club. One doctor charged $1.50 for a home call and charged for the medicine, the other charged $2 and threw in the first prescription. I said to them, 'You are not worth any more in my home than you are here, but I must pay to get you there. What will you charge a mile to come to persons in our club?' After some hard knocks with the doctors we settled on 25 cents a mile for the doctor who charged $2 and 35 cents a mile for the one whose fee was $1.50.

"And the plan works! Next we are going to plan for chronic cases and hospitals. Here is the pledge we all signed:

I, the undersigned, having been admitted as a member of the Hobbs Mutual Health Club, herewith pledge myself to be governed by the rules and bylaws of aforesaid club; that I herewith give my note for the sum of $3.20 annual dues, $3 for medical service, 20 cents as running expenses of said club.

That I will pay 25 cents monthly and 5 cents quarterly, said amount to be credited monthly on my note to the club secretary.

That I further promise to do all in my power to promote and protect the interests of all members of the club, and to build up the efficiency of the club in order that it may be able to function for the good of every member thereof.

I further promise that should I lapse in my monthly payment of dues that I will not demand service until all arrears owed to the club by me shall have been paid up to date in full.

"The high cost of funerals was another worry in Hobbsville, so a benefit association was formed with dues of 25 cents for each adult and 15 cents for each child. The lumber and lining for a coffin costs about $5. It is made by neighbors who also conduct the funeral. No gaudy display or no pauper funerals out here. It used to take more to put a man away than it cost to take care of him."

This past year has been hard in Arkansas, but the Hobbstown Mutual Health Club went through with money in its treasury and at no time was outside medical relief necessary for any of its members.

THE COMMON WELFARE

A Question of Loyalty

OF MORE than local concern is the law passed last month in the special session of the New York legislature and signed by the Governor, requiring teachers to take an "oath of loyalty" (see page 292.) The bill was sponsored by the Daughters of the American Revolution as part of a campaign to enact these laws in every state. The proposal has met opposition from educators over the country, and similar bills were defeated in New York and in several other legislatures last winter.

To require a teacher to take such an oath may at first glance seem a reasonable thing. The danger is not in the law itself, but in the abuses to which this type of legislation opens the way. Definitions of loyalty to the Constitution vary. None is contained in the Ives law. It is almost inevitable that certain groups —some of them wholly sincere—will interpret loyalty under this law to mean loyalty to special privilege or to social and economic concepts which are rapidly changing. It must be clear that the law opens the way to reactionary forces, to professional patriots, to certain business and industrial interests to bring pressure to bear on school authorities to dismiss teachers who venture to express liberal, radical or even independent views. Thus a teacher who joined an organization or took part in a meeting favoring public ownership of utilities or social control of the means of communication would, in some quarters, be held to have violated an oath of "loyalty to the Constitution." If such attacks are made on teachers, there is no guarantee in the law that the accused will have a fair trial.

The comment of Alfred E. Smith when, as Governor, he vetoed similar legislation in 1920 is still pertinent:

> The bill unjustly discriminates against teachers as a class. It deprives teachers of their right to freedom of thought, it limits the teaching staff . . . to those only who lack the courage or the mind to exercise their legal right to just criticism of existing institutions. The bill confers . . . a power of interference with freedom of opinion which strikes at the foundation of democratic education.

Rebuild!

WITH this slogan, thirty-four national welfare and health agencies are participating in the fourth annual rally of the "mobilization for human needs" in Washington, September 28–29, to launch the fall campaigns of the community chests. The National Citizens' Committee is for the third time headed by Newton D. Baker.

Platitudes and glittering generalities are conspicuous for their absence from the rally program. Harry L. Hopkins, FER Administrator, will discuss the relationship of public and private relief agencies, and representatives from the three major fields of social work—casework, recreation and character building, health—will present, not the wonders of these services but what they are leaving undone that ought to be done at the present time.

In discussing the needs of today, the longer view will not be neglected. George E. Vincent, vice-president of the 1934 campaign committee, Frances Perkins, head of the President's Committee on Social Security, Albert L. Deane, author of the widely discussed "Deane Plan" will contribute to the conference their ideas on next steps ahead.

The National Women's Committee, again headed by Mrs. Franklin D. Roosevelt, has an important place on the Washington program. Last year this committee organized women's crusades in 255 communities in forty states. One of the most active of the 1933 crusade chairmen, Margaret Culkin Banning of Duluth, Minnesota, will lead the conference discussion on ways in which women may aid private social work in its rebuilding program in 1934. The list of the conference speakers includes Governor Winant of New Hampshire; John Steward Bryan, president of Community Chests and Councils, Inc.; Mrs. Frederic M. Paist, chairman of the national board of the YWCA; Porter Lee, director of the New York School of Social Work; Livingston Farrand, president of Cornell University.

Security Next

AS THE increasing need for relief funds throws municipal, state and federal budgets farther off balance, a drive to increase the economic security of the individual is indicated as the next step in the recovery program. Harry L. Hopkins, FER Administrator, returning from Europe, makes a forthright argument for the new goal (see page 277.) The President's Committee on Economic Security, working with encouraging lack of ballyhoo, is forging ahead with its huge task.

The Technical Board, provided for in the Executive Order of June 29 creating the committee, has been organized with Arthur J. Altmeyer, second assistant secretary of labor, as chairman. The list of its eighteen members includes many names familiar to Survey readers: Walton Hamilton of Yale and the Advisory Council, NRA; A. H. Hanson, University of Minnesota, chief economic analyst of the Department of State; William M. Leiserson, Antioch College, Ohio Unemployment Commission, National Mediation Board; H. A. Millis, University of Chicago, Social Science Research Council, National Labor Relations Board; Isador Lubin, Brookings Institutions, commissioner of labor statistics; Jacob Viner, University of Chicago, assistant to the secretary of the treasury.

The range of the committee's responsibility takes in social insurance—unemployment, sickness, accident, old age and so on—public work, vocational training. About a dozen major projects are taking shape under a growing research staff. The board stresses the point that "the primary object of all studies is to assist the Cabinet Committee in the development of a legislative program rather than the collection of new information." (See The Survey, August 15, page 253.)

Any such pioneering scheme is bound to rouse both undue hope and undue fear. Frances Perkins, secretary of labor and chairman of the committee, points out:

> What I have said about a comprehensive program of social insurance . . . must not be taken as necessarily implying that this entire program will be recommended to the next Congress. . . . It may be that we can go only part of the way at once, but even so I believe that it is very desirable to get a complete picture and to set as our objective economic security for the individual in all of the hazards of life.

The Administration has sharply lifted the sights in going beyond relief and setting economic security as the goal of our common endeavor. No one will challenge the ideal. There will be many to question the possibility of moving toward the ob-

jective in time of depression and honestly to mistrust the mechanisms of social insurance. Others will decry the plan because they see in it a threat to special privilege or to the "established order." Certainly the effort calls for imagination, wisdom, patience and courage not only on the part of public leaders but on the part of the public itself. The effectiveness of the program depends in part on expert study and intelligent legislation, but even more on wide and realistic understanding of what is being attempted and why and how.

Mary Austin

MARY AUSTIN, who died last month in Santa Fé, was distinguished as naturalist and anthropologist, as writer and mystic, as the passionate friend of the desert Indians and the interpreter of the Spanish-Indian culture of the Southwest (see The Survey, May 1, 1931, page 141.) In spite of personal tragedy—an unhappy childhood, disappointment and frustration in marriage and motherhood, long years of ill health—Mrs. Austin achieved rare scholarship and the disciplined use of her great gifts as a writer. Through bad years and good she kept alive her eager curiosity. Even her mysticism was not an "escape" but an attempt to explore the unknown, often in the face of ridicule and misunderstanding.

One of the treasured memories of this office is of a winter afternoon some years ago when Mrs. Austin dropped in for tea at the library table. Those of us who heard it will not forget the good talk of that day, as our guest took us out into the desert and made us feel with her the deep sources of primitive faith and understanding. Her worn, arresting face, something in her quiet voice, more even than her magic with words, gave a sense of her uncompromising will to know, her patient effort, her intuitive wisdom and the hard-won peace of a difficult but victorious life.

Youth's Vote

THE First American Youth Congress, convened last month at New York University at the call of the Central Bureau of Young America, split sharply on an issue of dictatorship versus democracy. This point, half obscured in amused press reports of the disrupted program, seems to The Survey to give the gathering of some 200 representatives from 121 organizations real significance.

Viola Ilma, according to her publicity the daughter of an Abyssinian prince, is the head of the Central Bureau of Young America. In organizing the congress, Miss Ilma provided that she herself was to be chairman, that no one could speak from the floor without the chairman's permission, and that all resolutions were to be adopted through a hand-picked executive board. A board of governors, appointed by Miss Ilma, was to have final decision on procedure.

The split occurred at the first general session, when there was a demand from the floor that the chairman be elected by the congress. Miss Ilma, shaky on parliamentary law, was unable to handle the situation and the meeting finally adjourned in disorder. The rest of the congress was a two-ring affair, with Miss Ilma and about 40 supporters trying to carry out the official program, and some 160 delegates under the co-chairmanship of Waldo McNutt of the Rocky Mountain Regional YMCA and Alec Taylor of the Unemployment Council organizing a program of their own.

The majority group unanimously passed resolutions favoring compulsory unemployment insurance, higher wages and shorter hours for industrial workers, urging the abolition of the "speed-up" system, and endorsing the federal child-labor amendment. These delegates also went on record as opposing compulsory arbitration in labor disputes, subsistence homesteads, fascism and war.

The Ilma group passed a resolution in opposition to the child-labor amendment, although expressing themselves as opposed to exploitation of children. Miss Ilma charged, in press interviews that "the Communists . . . ganged up on us."

It is worth noting that the congress did not split, as Miss Ilma held, on radical and conservative principles but primarily on dictatorship versus democracy as a method. The issue was whether the conference should have the right to select its own chairman, appoint its own committees, decide on its own machinery, shape its own program; or whether one individual should run the show. The answer of the First American Youth Congress was an emphatic "no" on one-man rule and a business-like use of democratic procedures.

City Housing Reorganizes

AFTER struggling for five years with the results of the depression, City Housing Corporation has availed itself of the recently enacted Corporate Reorganization Act, and is endeavoring to revise its financial structure. The company was organized ten years ago as a limited-dividend housing company. Its purposes were not primarily to relieve the immediate housing shortage but to make permanent contributions toward improved community conditions.

In 1928 the successful completion of Sunnyside, Long Island, which provided housing for more than 1200 families prompted the company to undertake the construction of Radburn, an ambitious project involving the purchase of 1350 acres of land near Paterson, New Jersey, and the construction of a town planned for 25,000 to 50,000 inhabitants (see The Survey, February 15, 1929, page 649.) Unfortunately this land was purchased and many buildings erected at "prosperity" prices. The project received no tax exemption nor any other government assistance.

With the continuance of the depression it grew increasingly troublesome to meet the interest on funded indebtedness. On the one hand the company owed an obligation to investors which became more and more difficult to carry out in spite of the fact that many of them postponed interest on their securities; on the other hand, it was confronted with numerous cases of loss of income due to unemployment and sickness. The recently enacted law provides the possibility of placing the finances of the company on a more solid basis and perhaps of securing additional capital.

Radburn is one of the most important experiments in town planning and community organization in America, and The Survey joins with many other friends of City Housing Corporation in hoping for the success of its reorganization plans and for the continuance of its work.

The Next That Should Go

SINCE the campaign against tuberculosis was organized in 1907, nearly four fifths of the territory of that enemy has been captured. It will not be time to call a halt till tuberculosis is utterly vanquished, but the success already obtained gives impetus to look toward new fields of misery to conquer. Such a field, Homer Folks told the annual meeting of the Westchester Tuberculosis and Health Association, should

represent a chronic disease, a prevalent disease, one which undermines family life, which is understood scientifically as to cause and prevention, which can be cured and can be prevented. Applying all these counts to the six leading causes of death in New York State—heart disease, cancer, nephritis, cerebral hemorrhage, accident and pneumonia,—he looked elsewhere to another enemy, which in itself lies back of some of these more talked of ailments. Syphilis meets all the tests; in many ways, its social aspects are strikingly like those of tuberculosis. It typically attacks young adults, disrupting family life; it starts as a limited infection that may spread to any part of the body; with prompt and skilled treatment, it can be cured. How prompt that treatment must be was made vivid by Dr. John H. Stokes of the Medical School of the University of Pennsylvania, speaking at the annual conference of State and Local Committees of Public Health of the State Charities Aid Association. Proper treatment within ten days of infection means cure of more than 86 percent; after another four weeks elapse, only 60 percent are cured; if treatment is irregular or intermittent, cures drop to 40 or 30 percent. Syphilis—"the great imitator"—would be in one of the first four places on the list of causes of death if its ravages were fully charged to the cause. The cheerful aspect of this problem ahead lies in the fact that once the old taboos are done away with, the campaign against this disease is far simpler and far less expensive (because hospital care is not necessary) than that already proved possible in tuberculosis.

Out of the Kitchen

THE secretary of labor is being urged to call a national conference in Washington to consider the problems of household employes. These workers, neither industrial nor white-collar, because of their meager training and lack of organization, have always been easy victims of exploitation. Increasingly responsible groups are insisting that domestic employes must have a new deal. A year ago, the Household Employment Committee of the YWCA collected case stories showing the breakdown of wages, the increased hours in household work during the depression, and asked for a code. Similar requests were forwarded to General Johnson from clubs of domestic employes over the country. The administrator replied that, since neither employers nor workers were organized, there were no groups to speak for the occupation and therefore no code could be drawn. Household workers then turned to the possibility of voluntary agreements under the leadership of the YWCA and the National Committee on Household Employment, of which Mrs. Roosevelt is honorary chairman, Benjamin R. Andrews of Teachers College, Columbia University, acting chairman.

Recent studies of this chaotic occupation, notably one which included 250 employers and 576 full-time workers in Chicago (see The Survey, April, page 128) sharply defined the major problems involved. Using data supplied by such studies, by employes in their summer conferences, and by informed groups, a suggested "voluntary code" has been drafted. It provides for a definite written agreement between employer and employe, specifying duties, hours of work, hours on call and free time, rate of pay, extra pay (or extra time) for overtime, living conditions, a trial period and notice of termination of employment. It includes a scale of minimum weekly and hourly wages as the basis for determining a fair wage.

The findings of the National Industrial Assembly of the YWCA in Philadelphia in the early summer emphasized the need for effort along four lines to improve standards of household employment: education of public opinion, training for workers, organization, protective legislation—minimum wage, compensation and unemployment insurance. Here are the bare bones for a conference discussion of the difficulties and possible ways out for 1½ million women wage-earners—numerically one of the major groups of women gainfully employed in this country.

On the Way to Legislation

IT IS a dull-eared state legislator who does not know by this time that, come January, he will have to make up his mind on proposals for overhauling the public-welfare program of his state. The administration in Washington, thoughtful citizens and social workers everywhere are serving notice on him, if he has ears to hear, that the present confused and anomalous situation in state welfare administration and responsibility will not go unchallenged when the legislative body meets.

Forty-four state legislatures will meet early next year thereby offering opportunity for wide action so related in principle that modern workable welfare machinery for the whole country might be developed from it. Time was when an organization such as the American Public Welfare Association would have met this opportunity by pressing a "model" public-welfare law on the various legislatures. But experience, not to mention psychology, indicates that in this particular field more will be gained by urging principles rather than machinery. To formulate such principles the Association held recently, in cooperation with the Federal Emergency Relief Administration, a series of regional conferences in which mayors, city managers and finance officers sat in with welfare officials and social workers to appraise the situation and thresh out their views. From them has come what is in effect a platform for legislative action looking to a coordinated, nation-wide, public-welfare system. The Association, 850 East 58 Street, Chicago, will, on request, send a copy of the whole statement. Proposals, in substance are:

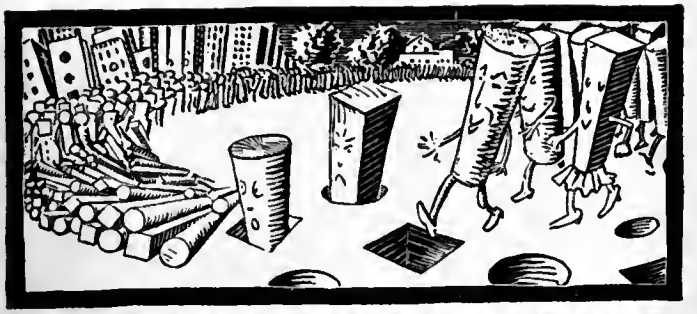
A federal administrative unit to coordinate all services of the federal government in the welfare field.

The coordination of all state-welfare activities, including institutions and direct care, in an effectively organized state-welfare department employing constructive public assistance methods and cooperating with local governments for the support of indigents and the administration of relief laws. Also uniform settlement requirements as between a state and its political subdivisions, and as between the several states, or repeal of all settlement laws.

Local welfare units—counties, groups of counties or municipalities,—of such size and population as to lend themselves to the proper and economical administration of all public-welfare services within their boundaries.

The platform also proposes the incorporation of present emergency relief bodies into regularly constituted welfare organizations, state and local; the extension of federal, state and local financial partnership into mothers' aid, old-age assistance and other social insurances, and again enunciates the principle that all public funds should be administered by public bodies.

As Edith Abbott says, "There are forty-eight poor-laws to be reformed and as social workers we'll get the best we can." How good that best will be depends largely on the information and conviction which each individual legislator carries with him to his state capital when his legislature convenes. The intervening months hold for social workers in every community the opportunity to widen the information and strengthen the conviction—call it extra-mural lobbying if you like—of the men who will have the last word.



SOCIAL PRACTICE

Women at the Breaking Point

THE strain of long unemployment on unattached white-collar women, who for years had believed in their own economic self-sufficiency and who are now destitute, has brought a new challenge to the door of psychiatric social workers. With abundant evidence that mass-relief or just any kind of a job is not enough to check the psychological undermining of the morale of these women, the Women's Division of the New York Emergency Work Bureau organized in the spring of 1933 a psychiatric consulting service, expertly staffed, to study a special group of unemployed women and to endeavor to find means of maintaining their mental health and morale at a reasonably functioning level.

The report of a year's experience has been published recently. It is an honest objective record which draws no final conclusions but which clears the ground for further study of the management of a social problem which only optimists believe that business recovery will solve. It records experience from which any large relief organization may well profit. While the report is not designed for general circulation the Bureau, 297 Fourth Avenue, New York, has available a limited number of copies (no charge) for genuinely interested groups. Its analysis of the emotional significance of work should be especially useful in planning work projects which offer "some chance for continuity of satisfying experience and avoidance of recreating former conflicts."

Commenting on the attitudes of these women toward relief the report says:

> The applicants are on the whole of good intellectual and social standards, more sensitive to and more affected by the way relief is given than the average client. . . . They have been inclined in the past to associate existing social relief agencies, both public and private, with the chronic poor and to consider their use as a symbol of further degradation. This stigma is disappearing but only through a very slow process of raising standards of personnel in the agencies and the quality of their work. The applicants are intelligently aware of their need to adjust to reduced standards of living and are often able to draw upon their fairly well-developed social philosophies to gain a better perspective upon their own problems. With these "new poor" there is all the more need for a refinement of technique . . . such as the skillful handling of the first contact and the use of methods which preserve the dignity and self-respect of the individual and insure leaving him free to work out his own solutions to his own problems.

Relief: 1847–1934

OUT of its first annual report dated 1847 the New York AICP has drawn a picture of relief standards then considered so adequate that they remained unchanged for twenty years. The stated relief policy of the Association in 1847 was "to elevate the moral and physical condition of the indigent" by giving "relief in small quantities, of such things as are least susceptible of abuse and of coarser quality than might be procured by labor." Two diets were set forth:

List No. 1—For persons in health; Indian meal, hominy, beans, peas, salt pork and dried fish.

List No. 2—For persons in sickness; In addition to articles in List 1, bread, tea, sugar and fresh animal food.

It was not until 1900 that the Association began to apply the science of nutrition to the care of destitute families. Today its weekly food order for a typical family of five, "in health," costs $7.83 and includes among other things, eleven quarts of fresh and ten cans of evaporated milk and thirty-three pounds of fresh vegetables to say nothing of "fresh animal foods."

Yet in spite of this big jump in standards people still starve to death in New York, twenty-nine of them last year, while fifty-seven more were treated in hospitals as "starvation cases." In addition 110 persons, most of them children, died as a result of malnutrition. A large majority of the starvation cases, says Better Times, publication of the Welfare Council, were homeless men of middle-age,—and this in spite of the fact that the Central Registration Bureau for Men was broadcasting in every way it knew that it had empty beds and two meals a day for all comers.

Nashville Starts Planning

STARTING with the assumption that social planning is more than a social plan, and that the time to begin is now, the Council of Social Agencies of Nashville, Tenn., through a planning committee with a five-year franchise, is at work on a program for revamping the relationships of the social services of the community and for "rediscovering the neighborhood as the unit of a coordinated social-welfare program."

The committee, with a research staff headed by Walter L. Stone of the YMCA Graduate School, first surveyed welfare needs and resources as the basis for social planning in the areas of family welfare, child-care and protection, public health, leisure time, recreation and education. As the first step in the proposed program a twelve-weeks demonstration is now under way in a neglected section of the city, with intensive use, through a social liaison officer, of all public and private resources to widen the spread of social services.

The committee believes that any plan of coordinated community service must be experimental and capable of constant adaptation to changing needs and that a continuous research and program service is essential to it. It believes that the initiative of individual social agencies should be encouraged but warns that agencies must learn to subordinate individual to community interest and that no one agency or group of agencies should control the new coordinating power.

Substitute Mothers

AS emergency relief organization settles down to less emergency and more organization it is exploring more and more the devices which private agencies have developed for family treatment. Among these is visiting-housekeeper service concerning which several inquiries have recently been made of The Survey.

The experience of the New York Jewish Social Service Association in this line seems to answer many questions. Organized eight years ago as a substitute for sending children to temporary shelters during the confinement of their mothers, the service has gradually extended to all sorts of situations where breaking-up the continuity of family life might be the other alternative or where practical instruction in child care or household management is desirable. Thus the Association is experimenting in the use of housekeepers to keep together families of children lacking mothers or even both parents. In some cases full twenty-four hour service may be required for a time, in others full daily care. More frequently part-time, three to six hours a day, meets the situation.

The Association has twenty-five women regularly employed on its visiting-housekeeper staff. They are all middle-aged Jewish women whose families no longer require their constant attention. They hold frequent conferences together and with the case worker and have their own supervisor who visits the homes where they are engaged to discuss on the ground the problems that arise.

Summing up the qualifications for this work the Association says: "The visiting-housekeeper must of course be reliable and trustworthy. To make sure that she has no communicable disease and is physically able to do the work of the household, an examination at a reliable hospital precedes her engagement. But these are only preliminaries. She is chosen primarily on the basis of her ability to give children good care. Her success in raising her own family is considered. She must have common sense, intelligence and an understanding of the daily problems of a household including those raised by untrained children. She must know how to purchase economically and how to prepare nourishing meals on low incomes."

Mere Paupers

THAT FERA workers in backward districts do not, happily, always mind their own business is indicated by recent comment in the bulletin of the Virginia Department of Public Welfare concerning the interest shown by "relief workers" in "pauper cases." Apparently it comes as a surprise to certain local boards of supervisors of the poor that workers engaged in "the relief of employable persons can also render invaluable service in regular county problem cases." "This," says the bulletin, "is of course a definite recognition of the value of social case-work methods."

It is interesting to speculate on the frame of mind of a good, up-and-coming social worker brought face to face with "most vexing and trying problems" and unable to do anything but give advice to local officials "not interested in establishing regular public-welfare programs." For instance, the case reported by an FERA worker in a southern Virginia county of a woman of forty-seven, blind and "on the county" for seven years, who required only an operation for cataracts to restore her sight. An effort, says the worker, is being made to get the operation, "but it is a source of regret that there will be no one to work out the many social problems involved."

Perhaps a by-product of federal relief activity may be a gleam in dark places that, even for paupers, social work works.

THE latest move in Georgia's struggle to secure a state-wide child-placing agency is the merger of the Children's Service Society of Georgia and the Georgia Industrial Home in Macon, the former with seventy children under care and the latter with thirty-three. Nan Northam has been elected general manager of the new organization which will seek private financial support to enlarge its program.

THE American National Red Cross has just published in a stout pamphlet of 111 pages the official report of its distribution in the winter of 1932–33 of government-owned wheat and cotton, an adventure in relief which already seems remote and strange. The present report with its details of that huge business undertaking, constitutes an interesting chapter in the history of American relief methods.

CLASSIFICATION of prisoners is the fundamental recommendation of the Committee on Penal Program for the Commonwealth, appointed last spring by Governor Pinchot of Pennsylvania. The proposal is to divide the entire prison population, by means of case study, into four groups and assign each one to a particular institution designated by reason of physical lay-out and the necessities of administration. Many of the committee's minor proposals, made as its study progressed, are already in effect.

THE Brooklyn SPCC is making the unusual experiment of taking the mountain to Mohammed in cases of the neglect of children growing out of the mental deficiency of one or both parents. All social workers know the difficulties, often insurmountable, of getting such parents to a mental clinic for examination. So the Brooklyn Society has reversed the process and sends its own psychiatrist, Dr. Earl H. Adams, into the homes with the field worker, to observe and analyze situations and advise on treatment.

EDUCATION

Teachers' Oath

GOVERNOR LEHMAN of New York last month signed the Ives bill, requiring an oath of allegiance to the federal and the state Constitutions from teachers in both public and private schools. A similar bill was vetoed by the Governor when it passed the regular session last spring, but in a memorandum he stated that the new bill had been amended to meet some of his objections. The required oath reads:

I do solemnly swear (or affirm) that I will support the Constitution of the United States of America and the Constitution of the State of New York, and that I will faithfully discharge, according to the best of my ability, the duties of the position of ..... (title of position and name or designation of school, college, university or institution to be here inserted) to which I am now assigned.

The oath is to be administered by the officer or person "having authority to employ such person." A record of the administration of the oath must be made in the books of the institution. The law is effective October 1, 1934. (See comment on page 288.)

Education for Voters

CONSIDERING political education a public responsibility, Wisconsin has again given use of time on the air over its state-owned broadcasting stations to all its recognized political parties. Democratic, Republican, Progressive and Socialist leaders met in the office of the Secretary of State in the Capitol and drew lots dividing the available time. Two quarter-hour periods and one half-hour period daily are being devoted to politics during the primary campaign, August 20 to September 18. Running five days each week for four weeks, each party receives five hours of time. There is no charge to any group. The speakers are chosen by the party state central committees. There is no censorship. Each speaker is reminded that there are laws covering slander and libel and that he is wholly responsible for his statements. Speakers supply extra copies of their talks which are distributed to the opposing parties for reference. The day before the election a forum will be held, at which each party will be represented and given an opportunity for final rebuttal.

Waupun

PRISON adult education has many suggestions for leaders of less difficult projects. A recent report on Waupun Prison, Wisconsin (Bulletin of the University, General Series No. 1752, University of Wisconsin, Madison) tells in detail of the work being done through the cooperation of the State Board of Control and the University Extension Division under the direction of John Faville, Jr. The plan is developed as both a teacher-training program for qualified inmates and as an "opportunity school" for every prisoner who

cares to participate. The group includes illiterates, men of extremely low I.Q., men of normal ability but limited schooling, men prepared for advanced study. The "heart of the program," as stated in this admirable report:

is the development of a feeling of individual success in each man, no matter how handicapped he may be, which will make him sense that he is part of a social group that needs his services and respects his particular abilities.

Before a man is placed in a class, he is interviewed and all his records examined, including a special "survey sheet" on which he answers such questions as: Why do you wish to secure further educational training? What sort of work would you like to do in the future? What part of a newspaper do you like best? What is your favorite magazine? What do you like to do in your spare time?

Study is on two main levels, a Lower Form with classes for illiterates and elementary work in English, arithmetic and social science; and an Upper Form with more advanced work in English and arithmetic, and classes in bookkeeping, shop mathematics, social science and "a part-time class in Spanish because of an insistent demand." The prison library, to which 3000 carefully selected titles were recently added, plays an important part in the program.

Help in Vocational Guidance

A SERVICE to educators and others interested in problems of occupational adjustment is offered by the National Occupational Conference (522 Fifth Avenue, New York.) The conference gives a consulting service on the theory and practice of vocational guidance, and can furnish the results of research in occupational adjustment. Upon request, a staff officer of the conference will visit local institutions for consultation regarding the organization of work "designed to contribute to the better occupational adjustment of more than one person." The conference will contribute the services of this staff member, but local institutions are expected to cover the necessary expenses. No charge is made for any assistance which can be given by mail. The service does not include counseling with individuals regarding their personal occupational problems. A number of mimeographed bulletins are available without charge, including several book lists and suggestions for group conferences on occupations.

Schools vs. Liberals

TWO cases in which liberal educators were "fired" during the summer, presumably because of their views, are being widely protested. Ralph E. Turner, associate professor of history at the University of Pittsburgh, was summarily dismissed on June 30, though his contract for the coming year was renewed May 9. Dr. Turner is known as a liberal and has served as chairman of the Pennsylvania Security League, which lobbied for old-age pensions and a minimum-wage law in the last session of the legislature. Friends of Dr. Turner see a connection between his dismissal and the fact that the campaign to raise $1,650,000 to complete the Cathedral of Learning is still $1 million short of its goal. The university is a semi-public institution with a self-perpetuating board of which A. W. Mellon and E. T. Weir, head of the Weirton Steel Company, are both members.

James M. Shields, a highschool principal in Winston-Salem, N. C., was dismissed largely, his friends hold, because of the views expressed in his recent novel, Just Plain Larnin' (Coward McCann.) The book is an exposé of the political and industrial influences which control schools and teachers in a southern mill town. Professor Goodwin Watson of Teachers' College, Columbia University, heads a group demanding Mr. Shields' reinstatement.

Another way in which it is charged the schools are being used to oppose liberal ideas is described in School Buildings as Public Forums, a pamphlet recently published by the American Civil Liberties Union (100 Fifth Avenue, New York.) This report declares that there is discrimination "dictated by local prejudice or by influential reactionary groups" in granting permission to use public-school buildings for general meetings.

Insurrection in the NEA

DEMOCRATIC revolt made the annual meeting of the National Education Association the past summer a memorable one. The insurrection resulted in an amendment to the by-laws, long urged by the progressive wing, broadening the influence of the classroom teacher in the organization and limiting the authority of educational officialdom. Under the amendment, life-tenure, *ex officio* members of the Delegate Assembly and of the board will no longer be entitled to a vote in these bodies by virtue of their positions or former positions as state superintendents of public instruction or past presidents of NEA. The ruling will remove from the board some 140 "official" members, making it much more responsive to the Delegate Assembly, the policy-making body of the organization.

For the first time, a program of an NEA convention was devoted to the subject of academic freedom. An excellent set of resolutions was adopted and the Delegate Assembly authorized a sum "not less than $10,000" to finance a large Committee on Academic Freedom and Tenure.

THE fourth biennial conference of the National Council of Parent Education for workers in family and parent education will be held in Washington, November 1, 2 and 3.

A DIRECTORY of National Deliberative Committees in Education, prepared for the Joint Commission on the Emergency in Education by the Research Division of the NEA (1201 Sixteenth St., Washington, D. C.) lists more than 250 such groups preparing reports on various phases of education, and outlines their research projects.

AMERICAN Education Week will be observed this year November 5 to 11. The program will be built around the theme, Educating for Tomorrow. Suggestions for observance of the week, planned "to enable the public to participate in selecting the objectives and appraising the results of education," are offered by the Division of Publications of the NEA.

A STATE Plan for Adult Education by Lyman Bryson describes the work that is being done in this field in California, where adult education is an integral part of the public-school system. It has much helpful material for other states and for local communities where projects in this field are being developed (American Association for Adult Education, 60 East 42 Street, New York. Price, 50 cents.)

THE Joint Vocational Service, Inc., announces that its New England office has been closed indefinitely. The New England committee has asked the national office to take over the placement work in the territory and correspondence from social agencies and candidates should therefore be addressed to 130 East 22 Street, New York. The New England committee, of which Ralph Barrow of Boston is chairman, will continue, and advise the national office in regard to work in the territory.

APPOINTMENT of five additional members to the University in Exile is announced by Dr. Alvin Johnson, director of the New School for Social Research, New York City. The new appointees were members of the faculties of political and social science in German universities before the Nazi regime. All the original members of the University in Exile faculty will continue their work in the coming school year except Professor Hermann Kantowicz, who goes to the London School of Economics.

INDUSTRY

Insurance for British Workers

NEW provisions, strengthening and liberalizing the unemployment-insurance law, and completely separating its operation from the relief system are going into effect in Great Britain this month. The extension and revision of the law was given Royal Assent on June 28.

While the rates of contribution remain unchanged, higher benefit rates are provided by restoring the reductions made in 1931. The increases range from 6d. weekly for unemployed persons between 16 and 17 to 1s.9d. for those 21 years and over. Adult-dependent benefits have been raised from 8s to 9s. The new law also provides for longer duration of benefits over the six months a year previously allowed. This is done by taking into account the insurance contributions during the past five years, and for every five weekly payments during this time, the insured unemployed will receive three additional days' benefit. This makes it possible for a beneficiary with a good record to receive as much as 52 weeks' benefit in a year. The age of admission to the insurance system has been reduced to the school-leaving age instead of the former age of 16. Contributions for workers under 16 have been set at twopence each for state, employer and employe. The fund is to be watched by a special committee which will report regularly to the Minister of Labour and recommend such changes as seem necessary to insure its solvency. The new law definitely provides for the repayment of all loans made by the Exchequer to the fund, both principal and interest.

Relief will be administered by a separate national Unemployment Assistance Board. Practically all able-bodied unemployed persons who have either exhausted their right to insurance benefits or have never been entitled to them are covered by the plan, which will be financed by the national government.

Flowers and Feathers

EARNINGS of four to ten cents an hour for tenement-home workers in the artificial flower and feather industry were reported by the National Child Labor Committee last month in summarizing the results of a survey undertaken at the suggestion of Robert Straus of the local Compliance Board of NRA. Over 1000 families doing home work in New York, Brooklyn, Newark, Hoboken and Jersey City tenements were visited last spring.

Although children under 16 are forbidden under the code to do home work, just as they are prohibited from working in factories, this investigation disclosed 132 children 8 to 15 years of age who admitted working on artificial flowers.

Many of the child workers displayed fingers cut and sore from bending the wires upon which the flowers are made. Eight children were found with fingers or thumbs infected from these lacerations. . . . Under pressure to finish a rush order it is customary for everyone [in the family] to work until late at night or even all night long. One 12-year-old girl said the child workers were "dopey in school and the teacher yelled at them because they did not know their lessons."

An analysis of the earnings of 482 individuals who gave information on this point showed 226 or nearly half making $1.50 to $5 a week (4 to 10 cents a working hour); 154 were making $5 to $10 a week; 92 were making more than $10 a week.

The artificial flower and feather code calls for the elimination of tenement-home manufacture after May 1, 1934, the beginning of the slack season. A check-up revealed few violations of the home-work provision during the late spring and summer, but there were evidences of persistent efforts to have the homework restrictions relaxed with the beginning of the fall rush this month.

Compensation for Part Time

HOLDING that a part-time worker, injured on the job, is entitled to compensation on the basis of a five-and-one-half-day week, the Pennsylvania State Supreme Court recently handed down a decision which affects approximately 20,000 compensation cases in that state. The ruling was made in the case of Simon P. Romig, an employe of the Champion Blower and Forge Company of Lancaster, who suffered a temporary total disability in January 1932. He had been working only two days a week for several months because of reduced factory schedules although he was an employe of long standing. His earnings at the time were $3.50 a day, or $7 a week and he agreed to accept compensation on this basis. The state workmen's compensation board refused to permit the payment, declaring the injured worker deserved compensation on the basis of a full work week at his regular rate of pay. The Supreme Court decision reverses a lower-court decision which over-ruled this order, and upholds the compensation board. In his opinion, Chief Justice Robert S. Frazer makes the decision retroactive. Dr. Stephen B. Sweeney, chief of the board, has kept a record of all similar cases in the interim, and the parties involved have been notified of their rights to additional compensation and increased future payments under the Frazer decision. The possible claims total about $1 million.

Laundry Wages

INDUSTRIAL Commissioner Elmer F. Andrews of New York last month issued Mandatory Order No. 1 under the State Minimum-Wage Law, affecting about 2500 laundries employing more than 22,000 women and minors in the State. The order brings into force the law's penalties of fines from $50 to $200 and imprisonment of 10 to 90 days for employers paying women and

New Pamphlets

The Deane Plan, for Eliminating Unemployment and Automatically Sustaining Purchasing Power, by Albert L. Deane. 1775 Broadway, New York.

THE most recent revision, in text and picture, of a scheme that is widely discussed.

National Income, 1929–1932, by Simon Kuznets. National Bureau of Economic Research, 1819 Broadway, New York. Bulletin 49. Price, 25 cents.

A revision of a notable study of the course of the depression.

Proceedings of the National Conference for Labor Legislation. Superintendent of Documents, Washington. Price, 10 cents.

THE main points made at the meeting called by the secretary of labor in Washington last February, where experts discussed workmen's compensation, child labor, limitation of hours of work, minimum-wage legislation, unemployment reserves and related topics.

Wanted: A New Deal, by Estelle Lauder. Consumers' League of Eastern Pennsylvania, 818 Otis Building, Philadelphia.

A discussion of abuses in the administration of the workmen's compensation law in Pennsylvania.

The International Labor Organization, by Alice S. Cheyney. Foreign Policy Association, 8 West 40 Street, New York. Price, 25 cents.

THE organization and work of this international agency, in which the US recently accepted membership.

minor workers less than 27½ cents an hour for a 40-hour week, or 31 cents within a 15-mile radius of New York City. The order also calls for time-and-a-half for overtime above 45 hours and a 10 percent hourly bonus for less than 40 hours a week. Each individual underpayment in each week is a separate offense. The order follows public hearings in New York City, Buffalo, Syracuse and Albany at which representatives of employers, workers and the public urged Commissioner Andrews to issue the order "to protect employers who are paying and workers who are receiving at least the legal minimum wage for the industry." The rates set are those fixed by the Directory Order issued in October 1933 (see The Survey, November 1933, page 385.)

New Hampshire's Minimum Wage Law was almost simultaneously invoked to protect laundry workers, when John S. B. Davie, Labor Commissioner, issued an order setting 28 cents an hour as the minimum fair-wage standard for the industry. The order went into effect August 1. It also establishes a rate of 30 cents an hour for employment of less than 30 hours a week, and provides that workers shall be paid for such time as they are required to wait for work in the plant. These are the first wage orders entered in New Hampshire under the minimum-wage law enacted last year. They are based on the unanimous report of the wage board appointed for the laundry industry.

Negroes and NRA

MILITANT watchdog of the rights of Negro workers under NRA, the Joint Committee on National Recovery, representing twenty-two Negro religious and fraternal organizations has been active in Washington and in the field. Typical of its activities are two problems recently tackled.

The committee submitted a brief on the cotton-ginning marketing agreement, reviewing the fight made to have cotton-gin labor classified as industrial labor in order to bring it under an NRA code. Late in June, the Labor Advisory Board gave gin workers an industrial status, which means that the industry must submit a code. In its four-months season, the industry employs about 90,000 workers, some 62,000 of them Negroes. Wages in 1931–2 ranged from 7½ to 10 cents an hour, with workdays 10 to 18 hours long. Under an NRA code, the Joint Committee hopes that both wage levels and hours of work will be improved.

The committee has also helped in defeating the petition of the Reliance Manufacturing Company, one of the world's largest shirt manufacturers, for an exception from the Cotton Garment Code wage provisions for their plant in Montgomery, Ala., the Southland Manufacturing Company. This concern, employing 274 Negro women, sought to have the minimum wage cut from $12 to $9 a week, on the ground that Negro labor was less efficient than white. John P. Davis, executive secretary, investigated the plant. He reports, "I found archaic machinery, bad machine location, bad plant management and inefficiency bred by starvation wages." The code authority has ruled against the company, and the girls are to receive back-wages for 10 weeks.

In addition to its other functions, the Joint Committee (717 Florida Ave., N.W., Washington, D.C.) is gathering valuable material on the condition of Negro workers in industry.

AN interesting study of job openings in a depression period based on the records of the Philadelphia Employment Office is summarized by Gladys L. Palmer in Depression Jobs, a mimeographed report issued by the Industrial Research Department of the Wharton School of Finance (3440 Walnut Street, Philadelphia.)

WORKMEN'S Compensation as a Phase of Social Insurance, a mimeographed bulletin of the New York State Department of Public Welfare, prepared by David M. Schneider, assistant commissioner, gives in brief compass the background of such legislation, some of its possibilities and administrative problems, and the arguments in favor of a "really efficient monopoly state insurance fund."

HEALTH

Childhood's Foes

A STUDY of five years' deaths from communicable diseases among children, made by the California State Department of Health, is suggested as a guide useful to show where intensive effort may bring the greatest saving of life. For babies of less than a year, whooping-cough was the deadliest communicable disease, with venereal diseases second. Among the one-to-four-year-olds, tuberculosis came first, causing a third of all deaths from communicable disease, followed by whooping-cough. For schoolchildren in these years of the study (1928–1932) tuberculosis was even more deadly, causing 40 percent of the communicable disease deaths, and followed by diphtheria.

Homekeeping Hearts

THROUGH a special fund Montefiore Hospital (New York City) has been able to try for a limited time a plan for home supervision of adult cardiac patients who needed to be in bed or could be up only part of the time. Physicians, paid at the rate of $2 a visit, made routine visits to 38 different patients during a year at a total cost of $1038 for medical services and medicines. Except for this continuous supervision, it is believed that practically all would have required hospital care, which of course would have been far more expensive, and the beds they would have occupied were available for other patients. The hospital reports:

> The fact that they [the patients] have been able to remain at home with their families instead of in a hospital, and the feeling of security in knowing that they can call a doctor to the home in emergency, has instilled increased confidence in us, and hence has improved considerably their cooperation with the doctors as to adherence to diet, fluid restriction, medication and bed rest.

Drawing Parents In

"ONLY as parents could be reached and vitally interested would we be able to achieve real health teaching," said Ruth K. Heavenridge, general supervisor of special education in the Indianapolis Public Schools, telling the annual meeting of the Indiana Tuberculosis Association about the past two years' program in that city. The first year's work included fact-finding studies on the need for a more hygienic daily schedule in the classroom; on home conditions relating to health habits; and on the children's school health record. From this a handbook was developed to help teachers work out procedures for rest, nutrition and outdoor recreation for children in the department.

In the fall of 1933, plans were widened to draw in the parents. A committee of teachers planned a series of informal personal letters to parents of children who were physically handicapped. One went on enrollment and others at six-week intervals, commending the child's progress or pointing out the need for renewed vigilance in following the recommendations already made. Just before Christmas and spring vacation letters went out to urge parents to avoid letting the child lose ground. Weekend charts were used for each child to

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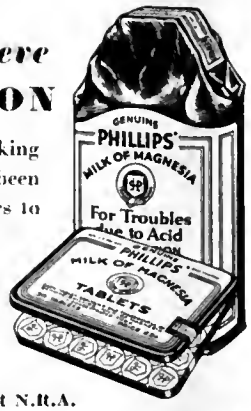
Literature on request

HYNSON, WESTCOTT & DUNNING, INC.
Baltimore, Md.

How to Quickly Relieve
ACID INDIGESTION

To get relief from acid indigestion, try taking a little Phillips' Milk of Magnesia. It has been prescribed by physicians for over 50 years to neutralize excess acids in the stomach. It is also recommended for relieving mild forms of constipation due to overacidity.

Phillips' Milk of Magnesia is obtainable in both liquid and tablet form.



PHILLIPS' MEMBER N.R.A. ***MILK of MAGNESIA***

record rest, nutrition, outdoor play, and so on. During the whole program cards were used headed Look How I Am Growing, showing a child's progress, not his competitive status in relation to the other children. Vacation health charts, planned with the help of the adult-education staff, were sent to the homes of all children in the department. A return of 55 percent of the records has been considered very satisfactory. Teachers are enthusiastic about the success of the plan in getting parental attention and action even in sections of the city where it was believed the parents with little education might not be reached successfully through the medium of letters.

Development of the FERA and CWA programs during the year led also to several series of well-attended classes in adult education on wise use of food money, home health protection, family training in health improvement, and the like, carried out through the Department of Special Education in cooperation with the Indiana Tuberculosis Association, the National Dairy Council, Metropolitan Life Insurance Company and similar agencies. Mrs. Heavenridge summarized the year's experience in the belief that there had been an apparent increase in the physical health of children; evidence of greater mental stability; increased educational progress indicated in a higher percentage of anticipated promotions; and "a very real feeling on the part of teachers, principals, and the supervisor that we are beginning actually to achieve parental cooperation."

Public Health's Other Side

CONSIDERING what the community can do to make life happier as well as healthier, Dr. Lela J. Beebe, director of the division of child and maternal hygiene of the Santa Barbara (Calif.) County Department of Health points out four general approaches toward preventing or correcting emotional maladjustments in children. The first is adequate opportunity for guiding parents in meeting the problems of young children, as the County Health Department now tries to do in conjunction with its fourteen health centers, along with consideration of physical handicaps. The second is to lessen the teacher load, especially in the primary grades, to help children to meet more satisfactorily their early experience in community life. "A teacher load of forty or so, common at present in our schools, makes this impossible. Twenty is probably the maximum load for effective teaching in the primary grades," Dr. Beebe believes. Third comes provision for recognizing and dealing with faulty social relationships of school children through discussion with parents, teachers and children. This is done at present through the county health department to some extent, but here as elsewhere inadequately because of insufficient personnel. "Many of our extreme cases require the skilled services of a so-called child-guidance clinic such as all our children's agencies in Santa Barbara County have so long advocated but never achieved." Fourth comes public provision of facilities for correction of physical defects in children whose families themselves cannot meet the expense. Physical handicaps, such as deafness, poor vision, or undue fatigue from faulty habits of sleeping or eating play a part in starting or advancing emotional difficulties and the first step toward prevention or cure of the emotional trouble is to correct them.

Equalizing Opportunity for Life

MANY country communities just haven't the money to pay for the full-time local health services that would yield handsome returns both on the money investment and in well being. The need, declares the Committee on Federal Relations of the State and Provincial Health Officers, is for increased federal aid. "Opportunities for life and health of all the people of the United States should be equalized, and it should be made possible to prevent the inter-state spread of disease in the most effective manner." For this purpose it is proposed to ask Congress for an appropriation of $2 million for the first year to be increased at the rate of $500,000 annually to a maximum of $5 million for the seventh year, continuing at this rate indefinitely. The report declares:

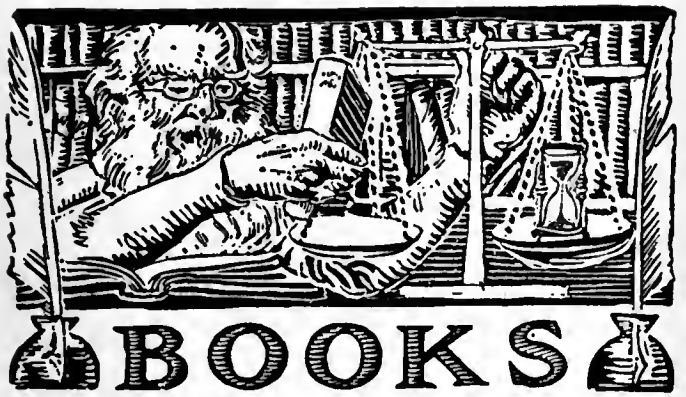
> Authority should be given to the Surgeon General to detail officers and other personnel of the US Public Health Service to the promotion of this work with state health departments, under plans prepared in view of varying local needs. Allotments of funds should not exceed half of the total budget in the beginning and within five years the county and state should assume not less than three fourths of the total cost.

The report has been endorsed by a similar committee of the American Public Health Association, the Committee on Health in the National Recovery.

THE National Organization for Public Health Nursing has raised its standards for full nurse membership to require that after January 1, 1935 all new members must have been graduated from a hospital with a daily average of fifty patients.

AT the biennial meeting of the three national nursing organizations several speakers warned aptly against smug satisfaction in holding one's own during the depression. In health it was fatuous, they declared, to be satisfied with 1929 standards; health never did get the boom it actually deserved; 1934 should be five years ahead.

STUDYING incomes, occupations and other facts about 270,366 families who obtained personal finance loans in 1933, the Household Finance Corporation found that one of the most important single reasons for borrowing was to pay for medical, dental and hospital services. Loans for this purpose comprised 15.25 percent of the total. More than 80 percent of the borrowers had steady incomes of from $1200 to $3500 a year but lacked security to obtain ordinary commercial loans. The average monthly income of all borrowers was $163.



An Able Man in the Pulpit

THE HOPE OF THE WORLD, *by Harry Emerson Fosdick. Harpers. 240 pp. Price $1.50 postpaid of The Survey.*

FOR twenty-five years, Harry Emerson Fosdick has come more and more to occupy the pulpit of American Youth. He may actually preach in Riverside Church, or somewhere else; no matter. His voice and pen have become the accepted guides to a muddled generation, caught in the fast-grinding cogs of change. No other man in America has so successfully restated the eternal truths of human experience in its ethical and religious aspects, so as to make them intelligible and valid in the ferment of today. His sermons have been published in magazines of every sort; in pamphlet form; in dozens of books of sermons characteristic of the American pulpit in general. It seems almost incredible, therefore, that this should be his first published book of sermons. But that is true.

Since Fosdick selected these sermons himself, we may assume that they are a fair cross-section of the man and his message. It is a good message, and an able man. Some of the sermons deal with present-day problems; deal with them as frankly and factually as if the medium were not a pulpit but the editorial columns of our most advanced liberal journals, but with a hopefulness and vision which the editorial columns sometimes lack. And some deal with the matters that lie at the very heart of religion and human aspiration, and so are in a sense timeless. My own personal choice is the sermon on Christianity's Stake in the Social Situation, in which he begins by admitting that the chief business of Christianity is to "save souls," one by one; and then proceeds to point out the utter impossibility of doing this without correcting those social, economic, and political situations now current which damn whole populations. There's mighty little in such sermons as these which could be taken as an opiate; mighty little other-worldliness; mighty little suggestion that we ought to grin and bear it now, and eat pie in the sky by and by. The accent is all the other way.

This is a good book, and you ought to read it.

Colorado Springs, Colo. CHARLES STAFFORD BROWN

Play as Self-Expression

THE THEORY OF PLAY, *by Elmer D. Mitchell and Bernard S. Mason. A. S. Barnes & Co. 547 pp. Price $2.80 postpaid of The Survey.*

THIS valuable book replaces The Theory of Organized Play by Bowen and Mitchell published in 1923. It is not a revision but a completely rewritten text of enlarged scope. To the parts dealing with the history, theory and need of play, the authors have somewhat illogically added a lengthy and very useful discussion of administration.

The book offers a theory of play designed to fit modern conditions and present-day social psychology. Play is defined as "self-expression for its own sake. The individual, being what he is, with the habits and attitudes he has, with the motives and desires he has, seeks life, seeks expression." The social practitioner should find this theory more satisfying than the traditional theories of instinct-practice, recapitulation, recuperation, and surplus energy.

Well-developed chapters on the classification of play interests and the influence of age and sex are included in the theoretical discussions. The values of play in relation to physical well-being, mental health, child safety, character formation, education for leisure, and citizenship are interpreted in the excellent part entitled, Need for Play in Modern Life. The portion on administration includes a critical review of the methods of the Boy Scouts, Girl Scouts, Camp Fire Girls and the Christian associations as well as the municipal agencies. There is an extensive chapter on camping.

Readers aware of the need for and present growth of music, drama and the arts and crafts will be disappointed to find only slight reference to them, in contrast with forty-four pages on school and college athletics. The authors account for these imaginative play forms in their discussions of the history and theory of play but thereafter barely recognize them. The physical aspects of play tend to hold the center of the stage throughout the book.

While adequately recognizing the need for play among adults, the volume sticks closely to children's interests. In fact, the writers confess to pessimism regarding adult recreation, which seems quite unjustified to one familiar with the encouraging growth of the little theater, community drama, musical activity and gardening, to say nothing of golf, tennis, swimming, hunting, fishing—and horseshoe pitching! WEAVER W. PANGBURN

National Recreation Association

Hypnosis

HYPNOSIS AND SUGGESTIBILITY, An Experimental Approach, *by Clark L. Hull. Appleton-Century. 403 pp. Price $3.75 postpaid of The Survey.*

DR. HULL has made a valuable contribution to the study of hypnosis and suggestibility. Unfortunately much of his book is necessarily technical because of descriptions of apparatus, elaboration of experiments and interpretation of data. Inasmuch as the phenomena of suggestibility and hypnosis are imperfectly known, he makes no attempt to supply a thoroughly rounded or definite theory. His generalizations are definitely limited and he goes little further than to characterize hypnosis as a state of generalized hypersuggestibility. What is of greater significance perhaps is his conviction that "no phenomenon whatever can be produced in hypnosis that cannot be produced to lesser degrees by suggestions given in the normal waking condition." The major part of the volume is devoted to a discussion of the experimentation involved in investigating the subject for the purpose of determining and checking the rare items of truth in the vast mass of tradition and misinformation.

The book is an excellent example of scientific study and criticism, carefulness in judgment and evaluation, with a well organized plan and a direct pursuit of specific experimental goals. Its practical values are limited to those interested in similar studies and it has little value for social workers except insofar as waking suggestion becomes a part of their procedure in modifying and altering individual situations. IRA S. WILE, M.D.

New York City

About Young People

THE ROAD TO ADOLESCENCE, *by Joseph Garland, M.D. Harvard University Press. 281 pp. Price $2.50 postpaid of The Survey.*

DR. GARLAND'S book is interesting reading and anyone who starts it will wish to read it through. It is unfortunate that he does not tell us in his preface for whom the book is intended. It is much too simple and abbreviated for physicians or psychiatrists, and too detailed, in most part, to be useful as a handbook for mothers. If it is written for parents, as the publisher leads us to believe, Dr. Garland gives to them a great deal of responsibility, describing various diseases and mentioning briefly the treatment, but rarely suggesting the necessity of being under a physician's care.

The first few chapters deal with heredity, environment and anatomy. Here the discussions and descriptions are good but unnecessarily detailed. The next chapters are concerned with physical care. It is evident that here the author is in a field where he is very much at home. The last part of the book is concerned for

the most part with education. A few of the special problems in education are taken up and discussed by Dr. Garland in such a way that one wishes he had given a larger part of his book to this subject; particularly interesting is his discussion of reading difficulties.

The most serious criticism of the book is its inadequacy concerning behavior problems. Far better to have omitted them entirely than to give less than a page to masturbation with the conclusion that "it is a bad habit only if carried to excess," and about the same space to bedwetting which is considered "almost entirely a training problem" with no mention of the other environmental causes which may contribute to it.

This book is well written, the language clear and easily understood without being too simple—on the whole level-headed and without fads. The index is good and there is a distinct advantage in having the references at the end of each chapter. The defects are probably due in most part to the great difficulties in writing a semi-popular book. RUTH MORRIS BAKWIN, M.D.
New York City

Scandinavian Relief

THE SCANDINAVIAN UNEMPLOYMENT RELIEF PROGRAM, *by C. J. Ratzlaff. University of Pennsylvania Press. 211 pp. Price $2 postpaid of The Survey.*

AMERICAN interest in public welfare, relief and social insurance measures abroad has been slow to awaken but of late there has been increasing realization that European experience in these fields should be studied in America. On account of language difficulties, only the material published in Great Britain has received much attention here. In 1928 the Swedish government published in French and English a short volume called Social Work and Legislation in Sweden; and now Dr. Ratzlaff has prepared for American readers a concise and readable account of unemployment relief in all three Scandinavian countries. Of the three, Sweden has the most comprehensive program, under public auspices, of work relief for cash wages integrated with home relief (see The Survey for January 1933, page 37.) The entire public-works program is operated on a work-relief basis. There is no governmental scheme of unemployment insurance in Sweden, but the relief of the unemployed is put upon a basis similar to our short-lived Civil Works' scheme. Denmark and Norway, with smaller populations and less acute problems of unemployment, have developed less extended public-relief works, though in these countries the program is being deliberately increased, and Denmark is experimenting with public subsidies to private employers who will employ relief labor.

In their unemployment insurance schemes, Denmark and Norway follow the Ghent system of voluntary insurance by the workers with subsidies from public funds. In Denmark, "ordinary benefits" are administered by the trade unions according to a prescribed scale, a joint subsidy from the nation and the communes being based upon average earnings in the trade rather than on the amount of the workers' contributions. Employers make no contribution to these "ordinary" insurance funds but are taxed to maintain an emergency Central Unemployment Fund administered by government to those unemployed who have exhausted their right to benefit under the insurance plan. This is similar to the *Krisenfürsorge* in Germany and the "uncovenanted benefits" in England.

In all three countries, direct relief by the communes, part of which is reimbursed by the national government, is closely articulated into the entire relief and insurance program. This relief is always given in the form of cash grants. "In the case of Denmark," Dr. Ratzlaff states, "an exceedingly effective national plan exists possessing elements of strength in the developing and functioning of the cash-relief part of the unemployment program not found, to the writer's knowledge, in any other country. . . . The Scandinavian countries have undoubtedly gone further than can be done elsewhere in separating the unemployed from the unemployable and in restricting the unemployment relief program to the former."

No attempt is made to estimate the adequacy of the relief extended to individual unemployed persons. Relief- and wage-scales are frequently contrasted in the text in the monetary units of the several countries; but the data on comparative costs of living which would permit the significance of these scales to be grasped by the American reader, are largely lacking.

An entire section of the book is devoted to appraisals of relief measures in the three countries secured from workers, employers and government officials. Progress has been made with the aid of much debate and controversy, constructive criticism from organized labor, and an informed public interest in the subject which America greatly lacks.

Among the author's five main conclusions, the most interesting to American readers will be his belief that unemployment insurance can play but a very restricted role in periods of heavy unemployment, due to the contractual benefits being rapidly exhausted and the system becoming inevitably complicated with various forms of relief; and his contention that unemployment relief calls for a high degree of centralization in administration and decentralization in supervision. JOANNA C. COLCORD

Introduction to Social Problems

AMERICAN SOCIAL PROBLEMS, *by Walter Greenwood Beach and Edward Everett Walker. Stanford University Press. 391 pp. Price $2.10 postpaid of The Survey.*

HOW would you teach social problems to highschool and junior-college students? The current practice of taking up such problems in connection with a course in civics is unfortunate not only because the amount of time allowed is often inadequate, but even more because such teaching is apt to be concerned too much with institutions and too little with conditions and their interpretation. Professor Beach, as a parting gift on leaving the active service of Stanford University, is offering this admirable introductory course, which is sound in content, simple in language and successful in meeting the requirements of classroom teaching.

The emphasis is on social change and on the tasks which arise from the "cultural lag"—the failure of America to keep pace in its social habits and arrangements with the adaptations required by a complex economic system. Mobility and family life, industrial efficiency and the use of leisure time, concentration of wealth and minimum standards of living are some of the counterpoints still to be worked out. Moreover, the student should not be left to feel that solutions for social problems devised today can be any more permanent than those devised by past generations: to create flexibility in social attitudes, and alertness in meeting new demands of the ever-changing situation, are urgent tasks of social education. Others are to secure awareness of the interrelation of social problems and of the subjective character of social judgments. The progressive teacher will find in this book a practical procedure and the most essential material, presented with a commendable absence of dogmatic assertion of social theories. BRUNO LASKER
New York City

Law for Laymen

SOCIAL WORK AND THE COURTS, Select Statutes and Judicial Decisions, *by Sophonisba P. Breckinridge, University of Chicago Press. 610 pp. Price $3.50 postpaid of The Survey.*

IN this third volume of the series—Public Welfare Administration, and The Family and the State are the first and second—Dr. Breckinridge has made another outstanding contribution to the materials available for teaching social workers about the law. All those who are laboring to solve human problems which are both legal and social in their nature should take heart from this admirable reinforcement to the literature in the field and acknowledge their obligation to the compiler.

The book contains discriminatingly selected readings on "the judicial organization as it affects the task of the social worker." The theme is the need for and nature of remedial measures. These arise from the initial premise that there has been a "failure on the part of the administration of justice or the administration of the law to accomplish the purpose for which those administrations are supposed to exist."

The selections fall, naturally, under three headings. As a matter of orientation, inquiry is made to secure a "reasonably adequate idea of what the law is and what its purpose is in the social order." For example, we are shown the way in which the judicial mind functions in dealing with legal problems. A section is given over to such interesting subjects as the extent to which communications from clients to social workers may be regarded as confidential, the complications involved in deciding which body of rules of law is to be applied to the determination of a specific case where the rules in two jurisdictions differ, and the practical difficulties inherent in the expense of judicial proceedings.

The second general division of the book discusses briefly the Causes of Dissatisfaction with the Law. Then the reader settles down to the main body of material covering a series of conspicuous remedial measures. While the topics of juvenile courts, municipal courts, judicial councils, the use of administrative in place of judicial tribunals and the struggle to improve the administration of our criminal law are not new, the readings illustrating them are fresh and vigorous. Every one of them bears testimony to the balanced judgment and broad social vision of the compiler. There are some which show an unusual insight into aspects of the problem which have received all too little attention. The reviewer was particularly pleased to see included the last three subjects, The Woman Offender, The Office of the United States Attorney General and The Age of Criminal Responsibility.

Dr. Breckinridge cautions the general reader and the student regarding those parts of the picture which, of necessity, are omitted. Within the space available, even in three volumes, one cannot cover the whole field of legal-social relations or give a complete course in law. A bibliography and series of suggested questions invite more extended study.

Dr. Breckinridge's book should be appreciated not merely because of the information it contains. In a broader sense, it is doing a splendid pioneer task. The time has come for some one of courage and foresight to break down the barriers of specialization and introduce the members of one professional group to a neighboring field. Should not the social worker, in addition to essential information about courts, the quality of justice provided, the defects in the system and the remedial enterprises know something about what the judge, the lawyer, the court clerk, the sheriff and the other persons who, from time immemorial, have operated the machinery, think about their task? The idea is suggested by the introductory part of the present volume. There we see the judicial mind at work. Might it not be possible to add a fourth volume designed to interpret to the workers in the social field the point of view of the workers in the law?

JOHN S. BRADWAY
Duke University, Durham, N. C.

Health Education

HEALTH EDUCATION IN AN AMERICAN CITY, *by Louise Franklin Bache. Doubleday, Doran for the Milbank Fund. 116 pp. Price $2 postpaid of The Survey.*

HERE is an honest account of certain important phases of public-health education as they have been carried on in Syracuse. On the whole, the work it describes has long been part of the regular program of many other modern health departments in American cities. Thus we find interesting and helpful discussions of newspaper publicity, radio broadcasts, speakers' bureaus, leaflets, pamphlets, posters, exhibits, parades and pageants, clean-up campaigns, billboards, motion pictures and other familiar methods of enlisting public interest.

One looks in vain, however, for some new device. That none is presented probably indicates that health educators have kept abreast of the times and have cultivated the field pretty thoroughly. In connection with the use of motion-picture films no mention is made of trailers. Especially in metropolitan cities, these constitute about the only method of presenting health messages on the screens of the larger theaters. Nor is anything said of the showing of motion pictures in public parks and playgrounds during summer. This inexpensive method of reaching large audiences at a low

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cost has been used with success in New York City for many years, being the outgrowth of stereopticon exhibitions organized in the tuberculosis campaign over thirty years ago.

It is also a little disappointing to find nothing said of health education among physicians. With excellent hospitals and with a university in addition, one would hope to find the bureau of health education organizing courses of instruction for physicians. The advances in tuberculosis, scarlet fever, measles, diphtheria, pneumonia and diabetes, surely warrant courses of this kind. Moreover, experience indicates that physicians welcome opportunities to keep abreast of modern thought.

Finally the reviewer regrets that the volume makes no mention of venereal diseases, for health education in this field is beset with special difficulties and a detailed description of an effective method of dealing with any phase of this problem would be most helpful to health educators generally. In this respect the work of Zimand in the Bellevue-Yorkville health demonstration was a valuable contribution.

Health education in a city like Syracuse would seem to present few difficult problems. For a population slightly over 200,000, the bureau of health education has had an annual budget of from $12,000 to $13,000. This is over six cents per capita, a figure which few directors of health education will have available. In New York City, for example, the per capita for health education is only about one cent.

Miss Bache has given an interesting and satisfactory account of the routine activities of a bureau of health education which will undoubtedly be helpful to many municipal health officers. The statement on the jacket that the book is "indispensable and unique" is an unwarranted exaggeration, not at all in keeping with the sincere and judicious statements made by the author.

New York City CHARLES F. BOLDUAN, M.D.

RUN OF THE SHELVES

A DESCRIPTIVE LIST OF THE NEW BOOKS

MEDICAL SOCIAL SERVICE IN THE CONTROL OF GLAUCOMA, *by Amy G. Smith. Bulletin No. 7 of the Committee of Medical Social Eye Workers. The National Society for the Prevention of Blindness, Inc., 450 Seventh Ave., New York City.*

WORK with glaucoma patients at the Massachusetts Eye and Ear Infirmary, 1928–1933, with discussion of approach, methods, progress and results.

SOCIAL SECURITY IN THE UNITED STATES 1934. *American Association for Social Security, Inc. 193 pp. Price $1.75 postpaid of The Survey.*

THE proceedings of the seventh National Conference on Social Security held in April, together with a census of old-age security in the United States.

LABOR FACT BOOK II, *prepared by Labor Research Association. International Publishers. 222 pp. Price $2 postpaid of The Survey.*

A USEFUL and well-arranged compilation with information on the American and on the international situation. In writing and presentation, care has been taken to give each item "the radical slant."

KEEPING CAMPERS FIT, *by Eléna E. Williams. Dutton. 227 pp. Price $2.50 postpaid of The Survey.*

AN exceptionally practical handbook for camp nurses, directors and counselors written by a graduate of the Johns Hopkins Hospital School for Nurses on the basis of experience as a nurse in girls' camps in many parts of the country.

THE GROWTH OF THE FEDERAL GOVERNMENT 1915–1932, *by Carroll H. Wooddy. McGraw-Hill. 577 pp. Price $5 postpaid of The Survey.*

EXPANDING the author's chapter in the report of President Hoover's Research Committee on Recent Social Trends, this monograph brings together a wealth of data invaluable for reference and study. As in the original report and others of the series of monographs which grew out of the Committee's studies, every effort has been made to preserve an objectively factual approach and to record differences of interpretation where the facts are inconclusive.

MEMORIES OF JANE A. DELANO, *by Mary A. Clarke, R.N. Lakeside Publishing Co. 62 pp. Price $1 paper, $1.75 boards, postpaid of The Survey. Discounts on quantity orders.*

WRITTEN by a lifelong colleague and friend, this memorial volume presents personal and professional aspects of the life of a leader whose name is revered by nurses everywhere. The many illustrations add to the vividness of the text.

PEIPING MUNICIPALITY AND DIPLOMATIC QUARTER, *by Robert Duncan. Printed by the Department of Political Science, Yenching University, Peiping. 146 pp. Price $1.50 postpaid of The Survey.*

THIS technical and accurate study of the complicated government of the Peiping municipality is a valuable addition to the preliminary study made in 1921 by Sydney D. Gamble in his Peking, a Social Survey. Of particular interest to social workers is the description of the formal organization and functions of the Bureau of Social Welfare formerly controlled by the Bureau of Police and since the Republic under a separate bureau. Dr. Duncan was for three years a member of the staff of the Princeton Yenching School of Public Affairs, Yenching University, Peiping.

INDUSTRIAL RELATIONS IN THE UNITED STATES OF AMERICA, *by H. A. Marquand. Oxford University Press. 105 pp. Price $1 postpaid of The Survey.*

THESE five lectures, one delivered in April 1932, four in October 1933, attempt to picture industrial relations in this country for British audiences. They are based on material gathered by a trained and sympathetic observer who visited a number of American industrial centers and attended an annual convention of the American Federation of Labor. There is necessarily a good deal of "background material" and detailed comparisons as between American and British institutions and methods. To most American readers, the little book will probably seem over-simplified and somewhat out of focus.

THE AMERICAN FAMILY, *by Ernest R. Groves. J. B. Lippincott, Chicago and Philadelphia. 456 pp. Price $3 postpaid of The Survey.*

PROFESSOR GROVES has provided a volume which is useful beyond the limits of a classroom. His approach to the problems of The Development of The Family, American Family Experience, Social Problems of the American Family, and various modes of Conservation of the Family, is fraught with diverse and useful information accompanied by stimulating and constructive suggestions and evaluations. It possesses definite values for mental refreshment and for the encouragement of constructive thinking even by weary workers in the social fields whose problems must take cognizance of the family.

AMERICAN COUNTY GOVERNMENT, *by Arthur W. Bromage, Holston House, Sears. 306 pp. Price $3 postpaid of The Survey.*

TO offer suggestions to bridge the gap between the rural county and its antiquated structure is the purpose of this volume written by an associate professor of political science of the University of Michigan. The author briefly sets forth the historical background and structural design of local rural government, the constitutional and political obstacles to reform, and presents a program for improving existing evils. Outstanding among his proposals are county home rule, county managers, county consolidation and elimination of township governments, which methods have been tried successfully in various states. There is a comprehensive bibliography.

DIET AND DENTAL HEALTH, *by Milton T. Hanke. University of Chicago Press. 235 pp. Price $4 postpaid of The Survey.*

A DETAILED scientific presentation of research carried on during the past four years in the Otho S. A. Sprague Memorial Institute of the University of Chicago by the Chicago Dental Research, other collaborators and the author, and of a three-year intensive study of 440 children at Mooseheart. Dr. Hanke presents copious data in support of his conclusion that a diet rich in orange juice and other sources of vitamin C is a prime factor in combating dental disease and promoting dental health. The Mooseheart study also showed it to be accompanied by more rapid growth in children. The careful and sober statements of the book and its detailed presentation both of methods and results commend it to readers concerned with child care and child health as well as to students and practitioners in scientific and medical fields.

COMMUNICATIONS

Wisconsin on the Right Road

To the Editor: July 1, 1934 was the date of a great news event. A law went into effect in the State of Wisconsin setting forth a principle new to American experience, namely: that a wage earner, unemployed through no fault of his own is entitled to compensation from a fund provided by his employer. This stirring achievement was the culmination of fourteen years of unremitting effort by men and women of unusual brilliancy of imagination and devotion to the common good.

The Survey Midmonthly for August records this historic event in an obscure paragraph in which the only indication of editorial opinion appears in the statement that the Wisconsin law "has been widely criticized as 'inadequate' by economists and labor groups."

Is this The Survey speaking? Even if that were an "adequate" statement of the case, news is still news. A social development worth a feature story in the New York Times is deserving of something better than this in The Survey. Personally I think that benefits should be larger than those provided for in the Wisconsin law and I favor some form of pooling of accounts. But Wisconsin is on the right road. Her victory in this matter is one of nation-wide significance and should be a cause for nation-wide acclaim. It is with no apologies whatever to the "economists" therefore, that I take off my hat to John R. Commons and his fellow tyros at the University of Wisconsin who have so valiantly and successfully fought the good fight.

New York School of Social Work John A. Fitch

For the Copeland Bill

To the Editor: In a recent number of The Survey "ten largest and most important women's organizations" are listed as backers of the Copeland Bill to extend federal control of food and drugs.

It is regrettable that the Woman's Christian Temperance Union, one of the "largest and most important" of women's organizations, was, through some inadvertence, omitted from its rightful place in this group.

Ludington, Michigan Mrs. Elizabeth Wilson Dettar

Raising an Issue

To the Editor: In the June issue of The Survey Mary van Kleeck (Our Illusions Regarding Government) stated that the issue is "whether capitalism, private ownership and profit-making are to be retained, or whether the resources of this country are to be utilized in a socialized, planned economy for the raising of standards of living and the establishment of security of livelihood of the people".

Admitting needless poverty amidst plenty, mal-distribution of wealth and shameful unemployment, does it follow that the above is the issue? Viewing evolution as an orderly process might not the issues for the present be more logically whether we shall continue to tolerate the inherited "planned economics" of past generations: whether special privilege, which is to democracy all that cancers and infected teeth are to the body, will be permitted to continually disrupt the harmonious workings of economics: whether we must submit to the "planning" of conceited groups in their efforts to impale us on a New System of economic interferences, or whether we shall create a situation where economics is free to operate justly for all?

If all cross-eyed men were millionaires it would be a natural deduction that one would have to be cross-eyed to become a millionaire. Associated with all "unfair" fortunes (unfair because they are unearned) is a condition that causes wealth as it is created to flow to them as naturally as water flows down hill. Trace such fortunes to their roots and in practically all cases you will find them the complement of man-made, law-sustained, un-democratic special privileges in the form of the monopoly of land sites upon which and from which all mankind must live: and of unfair patent arrangements, franchises, and tariff situations, or combinations of all. Disassociate capital from privilege, and capital, whether privately owned or not, is as impotent to exploit labor (or consumers) as a foot-ball player who has lost his footing is to gain yardage. Give all such situations the proper "local" treatment and capital will always be a Dr. Jekyll and never a Mr. Hyde: always a servant of mankind and never mankind's abuser. In economics the interests of capital and labor are mutual.

Shall we burn down the house to have roast pig: weed our gardens with a mowing machine or a hoe: use a blunderbuss or a rifle: take our deductions from the economics of Adam Smith, John Stuart Mill or Harry Gunnison Brown, or from Karl Marx? Shall we use finesse in treatment after isolating the individual problems, or shall we experiment with Socialism and Socialists?

St. Louis, Mo. N. D. Alper

The Senior Movement

To the Editor: The span of life naturally divides itself into five periods: infancy, childhood, youth, middle-age and the senior years. During the past half-century much attention has been given to the first three as periods of preparation for life. Then come the years of middle-age for which the preparation was made when the real work of life is supposed to be carried on. But the senior years which follow have been quite overlooked in the general plan of life.

This omission is now to be corrected through a senior movement, started and carried on by the seniors themselves, to meet the peculiar opportunities and needs of advanced age. Various conditions indicate the place for such a movement, among them the increase in the average length of life, the general improvement in health bringing with it increased vigor and capacity in the later years, and last but not least, the changed attitude of juniors toward seniors which has impressed on the latter the need for devising a life for themselves.

The social need of the seniors is being met by a variety of clubs which have sprung up spontaneously in all parts of the country. Here the "old folks" enjoy the companionship of their contemporaries. Latterly the movement for adult education has opened new doors and given the seniors new challenges. Education has never been neglected in this country, but the citizenship is made up of adults whose lives extend over the years after schooling is ended and we are finding that the vast amount of money and effort expended upon the education of youth is not ensuring us the intelligent citizenship we expected. We see now that such citizenship is dependent on the continued process of learning.

Thus the senior movement links up with the adult education movement. The seniors never cease to be citizens and their influence is as important to the country as that of younger people. This period may mark for them the beginning of a new phase of life as interesting and valuable as any that has gone before. By using their leisure and freedom from the demands of earlier years to acquire that learning which brings realization that this is a moving world where new knowledge and new conditions demand new ideas and a reconsideration of all old theories, the seniors will add to their experience an equipment which will make them assets to society and not liabilities.

When seniors as a group come to feel that life has for them new duties and responsibilities as well as new enjoyments, a new social influence will be felt because a whole section of the span of life which has gone to waste or lain fallow will be recognized as one of its most fruitful portions.

North Weare, N. H. Mary Traffarn Whitney

(A generation or so ago Mrs. Whitney was a leader among the social reform group in New England and started the magazine Family Culture in Boston in 1895. Now in the decade beyond her four-score years she is occupying herself in what she calls happily the Senior Movement. Recently, she addressed the Universalist Ministers of Boston on this subject. The Editors)

GOSSIP: of People and Things

On the Record

CLIENT-CORRESPONDENCE gems reported more or less reliably from the British Columbia Pension Board:

Mrs. Brown has had no regular clothes for a year but has been regularly visited by the clergy.

Sir: I am forwarding my marriage certificate and my two children one of which is a mistake as you will see.

I am writing to say that my baby was born two years' old. When do I get the money?

Please find out for certain if my husband is now dead as the man I am living with won't eat or do anything till he knows for certain.

You have changed my little boy to a little girl. Will it make any difference?

Please send me my money at once as I need it badly. I have fallen into errors with my landlady.

In accordance with your instructions I have given birth to twins in the enclosed envelop.

AARON D. FABER, director of the Pauline Sterne Wolff Memorial Home, Houston, Tex., has been appointed chairman of the committee of the State Board of Control to develop standards for children's agencies in Texas. He has also been elected chairman of the South Texas chapter of the AASW.

THE School of Religious Education and Social Service of Boston University is offering a two years' course in social work among delinquents open to students who have completed a two years' course in a standard college, and leading to the degree of Bachelor of Science in Social Service. Among the instructors are Charles R. Zahnister, William Healy, M.D., Augusta Bronner, Cheney Jones, Eva Whiting White and Howard B. Gill. For information address the dean, Henry H. Meyer, 20 Mt. Vernon Street, Boston.

THE Saturday Review of Literature, Henry S. Canby announces, will give an annual award of $1000 to be made on August 1 of each year to a sound and significant book published during the previous months, on the subject of racial relations in the contemporary world. The prize has been established by Mrs. Anisfield Wolf in memory of her father and will be known as the John Anisfield Award. It will be administered by a committee of judges consisting of Mr. Canby, Henry Pratt Fairchild, professor of sociology at New York University and Donald Young of the Social Science Research Council. The first award will be made for books printed between August 1, 1934 and August 1, 1935. Candidates should be sent to the committee at the offices of the Saturday Review, 25 West 45 Street, New York.

CHARLES S. ASCHER, who saw the National Association of Housing Officials through its salad days, has returned to his duties as secretary of the Public Administration Clearing House, Chicago, and director of publications of Public Service Administration. Coleman Woodbury, secretary of the Illinois State Housing Board and consultant to the housing division of PWA, has been elected executive director of the NAHO.

ALFRED G. WINTERS, recently with the Cleveland Associated Charities and the Cuyahoga County Relief Administration, has joined the staff of the American Association of Social Workers with special responsibility for its program in the field of employment practices.

THE International Council of Nurses has filled the post of executive secretary, created more than a year ago, by the appointment of Princess Anna Schwartzenberg of Gratz, Austria, who had her early training in Vienna, with postgraduate work at Bedford College, London and at Teachers College, New York.

MARY Dranga Campbell who left St. Louis last year to head the Department for the Blind and Crippled of the Brooklyn Bureau of Charities, has made another change, this time to Morristown, N. J., as executive director of the Division for the Blind of The Seeing Eye, the school for training blind men and women to the use of dog guides.

New—the ACSW

AFTER several years of cogitation and of committee exploration social workers in agencies connected with Protestant churches have set up a professional organization of their own, the Association of Church Social Workers, under the wing of the department of social service of the Federal Council of Churches. The new association aims among other things, "to establish and uphold professional standards," and "to certify accredited church workers." Two grades of membership, senior and junior, are established, but until June 1937 certain equivalents of experience may be offered for the required academic training. For full details address the president, Hazel E. Foster, administrative dean of the Presbyterian College of Christian Education, 815 Belden Avenue, Chicago.

THE Chicago YWCA got a big thrill when one of its staff, Annetta Dieckmann, burgeoned into politics as the candidate of the Progressive Republicans for the office of county commissioner. Of her the campaign organ of the party said; "Miss Dieckmann has been a social worker of renown in Chicago. She is looked upon as a fitting successor to Miss Amelia Sears who was dropped by the Democratic slate-makers." Miss Dieckmann was not elected but she had a lot of fun and experience, not the least of which came from the lunatic-fringe letters offering her support in return for this or that. One prize letter said, "I am in a position to swing 300 votes to you but first I demand an answer to these questions: How do you stand on prohibition? Are you a Christian, and if so, why?"

BOSTON social workers are much in the forefront in the reorganized Massachusetts Relief Administration of which Joseph P. Carney, commissioner of internal revenue, is the head. His assistant is Arthur G. Rotch, president of the Boston Dispensary and vice-president of the Council of Social Agencies, while Roy M. Cushman, secretary of the Council, is director of emergency relief. On a committee advisory to the administration are: Rev. Thomas R. Reynolds, Katherine Hardwick, James B. Jackson, Ben M. Selekman, James A. McMurry, David W. Armstrong, Richard K. Conant, John F. Madden, Vincent Brogna, John C. Kiley and Maurice J. Tobin.

THE second Junior League welfare conference is to be held in Minneapolis, October 15 to 19, with a busy four-day program of addresses, round-tables and field trips. Subjects to be discussed at the general meetings include federal relief, dependency, community health, delinquency, changing relationship between public and private agencies. There are to be field trips and group meetings on many phases of social work, including day nurseries and nursery schools, medical social work, child care, occupational therapy, public-health programs. Elizabeth G. Gardiner of the University of Minnesota School of Social Work will head a consultation service for conference members. Pre-conference plans are in charge of Mrs. DeForest Van Slyck, executive secretary of the Association of Junior Leagues, Waldorf-Astoria, New York.

WITH the recent action of the trustees of DePauw University all Methodist controlled schools have now abolished military training as part of their activities. When Dr. G. Bromley Oxnam took the presidency of DePauw in 1928 one of his first official acts was to declare these courses optional and not compulsory.

THE Bowery Savings Bank, New York, largest in the world, it says, treated itself, on its hundredth birthday to a book, The Miracle of Mutual Savings, which is not only its own history but that of the mutual-savings principle.

THREE additional supervisors have been added to the staff of the Atlanta School of Social Work to help direct the field work of 62 Negro workers sent to the school for training by various state emergency-relief administrations. The three supervisors have been loaned to the Atlanta School by their respective organizations for the six-weeks field work that makes up the second half of the training period. They are Mrs. Gladys Garrison Gray, district secretary of the St. Louis Provident Association, Mrs. Snow F. Grisby, Detroit case worker, Mrs. Faith J. Jones, supervisor of the stockyards district of the Cook County Bureau of Public Welfare, Chicago. Forrester B. Washington, director of the Atlanta School is officially "on leave," working in Washington and in the field as FERA director of Negro work.

BY a special ruling of the New York Municipal Civil Service Commission examinations for the posts of wardens in the New York City prisons have been thrown open to residents of other states. This because Austin H. MacCormick, correction commissioner, has convinced the Commission that only the best trained prison experts who can be found are good enough for these jobs. The posts pay

about $3000 and maintenance but the qualifications for those who may take the examinations are nicely calculated to discourage dilettantes.

THE Parents Magazine, seizing the golden moment of public excitement over the moving-picture clean-up, has begun the publication of a new weekly, The Movie Guide, which aims to give movie consumers a basis of discrimination in the selection of pictures.

THE Social Science Research Council invites applicants for its 1935–36 research training fellowships and grants-in-aid of research in the social sciences. Closing dates for applications range from December 1, 1934 to March 15, 1935. For a statement of the objectives and minimum requirements address the secretary, Donald Young, 230 Park Avenue, New York.

New Deal

THERE is no equivocation in the announcement of policy of a candidate for a local office in an up-state New York county; "My policy is to lower taxes and give a square deal to all, especially the ladies. What would we do without the women in this crisis with their patience and love for home and country."

ONCE in awhile social-worker terminology bounces back. The word transient, for instance. A colored man came to a Chicago relief office one day to ask that his mother who had recently come from another city, be included in his family budget. The worker explained that this could not be done as his mother was a transient. With one swoop the robust client picked the worker out of his chair and gave him a first-class shake, saying, "Hey, nobody can call my mother such names."

NOT to be outdone in the matter of codes New York's Local No. 2 of the Brotherhood of Migratory Workers has sent word to General Johnson that "another industry" has come under the NRA. The code provides, with no loose verbiage, for a four-hour-maximum work-day, a five-day week, and a minimum vacation of six months annually, to be taken generally in the winter. No unskilled "NRA hobo" will work henceforth for less than forty cents an hour. "But get this straight," said Ralph Dalton, president of the Brotherhood, "Nobody here is unwilling to work. But it hurts our pride to work for cheap wages. When we produce we want to get our share of what we produce."

THE staff of the St. Louis Provident Association has taken a firm stand against "social-worker English" and has drawn up a black-list of taboo terms. Heading it is "contact," used as a verb. Following along come "folks," "poor people," "the situation," "adjustment," "advised," "dependents," and, finally, "hypothetical names for clients with all the boys called Jimmie and all the girls Mary."

THE Survey gratefully garners its own meed of praise from a letter from one A.A.B., published in Homestead Notes, the lively occasional journal of Ralph Borsodi and Associates from their School of Living in Suffern, N. Y.:

"Subsistence Homesteads by Ralph Borsodi in the January Survey Graphic has inspired 350 families in Oakland to incorporate and apply for a grant to form a colony in the Sacramento Valley near our State Agricultural College at Davis—the application is already on its way to Washington. The magazine is worn and it scarcely holds together from much thumbing by desperate mothers who see their children submerged in the city—joining or creating gangs and who have lost all hope of the city ever 'coming back' so far as they are concerned. Give my humble thanks to Mr. Borsodi for the help he has given us. The picture of the looms has inspired the formation of a handicraft section (located in my dining-room) with one fast power loom and five hand looms. And on their own they are going to do something about it."

ANOTHER victim of the depression is our contemporary, The World Tomorrow, which announces its merger with The Christian Century. Kirby Page joins his associate, Reinhold Niebuhr as contributing editor to The Christian Century, and will also continue his outside writing and his lecture engagements. His new book, Living Triumphantly, is scheduled for November publication.

DOROTHY CROUNSE is the new executive of the Child Welfare Association of Fulton and DeKalb Counties, Georgia, succeeding Mrs. Louis Crook who has been acting executive for a year or so.

DEXTER MERRIAM KEEZER, "lifted" from Teachers College, Columbia University to the Consumers' Advisory Board by the long arm of the New Deal has been claimed again by education. He goes to Reed College, Portland, Ore., as president, succeeding Norman F. Coleman.

Conference Dates

HERE'S one to stick on the calendar right now, to save later scrabbling through back numbers of The Survey: The National Conference of Social Work will be held June 9 to June 15, 1935, in Montreal.

ANNOUNCEMENT has been made of the appointment of Dr. William A. White of St. Elizabeth's Hospital, Washington, as the 1935 Thomas W. Salmon memorial lecturer at the New York Academy of Medicine. His subjects will be Psychiatry as a Medical Specialty, The Social Significance of Psychiatry and The General Implications of Psychiatric Thought.

RETURNING to the University of Chicago from a round of public-welfare institutes in the Middle-West, A. Wayne McMillen told of the county poor-officer of Civil War vintage who was one of his most attentive pupils. When it was all over the old fellow paid his respects to the instructor. "Professor," he said, "you've done fine. I haven't taken such a good course since I was with the Fuller Brush Company."

SEVERAL thousand nurses gasped in unison at the meeting of the biennial when none less than the First Lady of the Land referred to her friend Lillian Wald as one who "though *not a nurse* . . ." Perhaps one explanation is that Miss Wald is the lady with a lamp burning so very brightly that in the dazzle one did not see whether or not she wore a uniform. If there had to be a choice, maybe nurses would be resigned to giving up one of their leaders to create a leader known to all the world; fortunately in this case the two have been and are the same.

THROUGH a happy arrangement between the Family Bureau of Franklin County, Ohio, and the legal aid committee of the barristers' section of the Ohio State Bar Association and the Columbus Bar Association, the Bureau now has regular legal-aid service, with a representative of the committee on duty three days a week to interview clients and perform the legal services they require.

A LIVING memorial to Helena Dudley of Denison House, Boston, is the plan of a group of her friends and fellow-workers who have applied for articles of incorporation as the Helena Dudley Memorial Foundation. The scheme of annual conferences for young people of settlement neighborhoods will, it is hoped, "be a living expression of Helena Dudley's social passion and an effort to realize the ends of justice, peace and world-wide brotherhood which she so ardently sought throughout her life." An experimental one-week conference will be held at Camp Wadsworth, Sharon, Mass., in October. A permanent conference camp near Boston and a longer conference period is the plan of the committee, which includes Mrs. Lucius H. Thayer, chairman, Edward W. Hudson, secretary-treasurer, Jane Addams, Alice Hamilton, Frederic Lauderburn, Herbert Parsons, John N. Sayer, Vida Scudder, Lillian Wald and Grace T. Wills. The address of the Foundation is 93 Tyler Street, Boston.

THE Child Development Institute, of which Lois Hayden Meek is director, has moved from Speyer Hall, Columbia University, to the Lincoln Research Building. Beginning in the fall its nursery school will be an integral part of Lincoln School.

THE Welfare Federation of Jacksonville, Fla., has changed its name to the Council of Social Agencies of Duval County in order to avoid mistaken identity with the County Welfare Board.

The Price of Publicity

AS strategy to get the legislature to extend workmen's compensation to cover occupational diseases the Consumers' League of Eastern Pennsylvania has resorted to the practice of bringing suits-at-law on the theory that the awards may be so costly as to bring employers around to support the extension. But sometimes there is an unexpected afterclap. When,—oh well, Mary Smith, came along with a well developed case of lead-poisoning the League opened fire with her story and picture in the papers. The neighbors, much excited, took the suit for the award. Gossip rolled up like a snowball and for weeks Mary and her mother and sisters were under a cloud of suspicion as capitalists, hoarders of secret wealth and so on. Just when things were quieting down, Mary, in sympathetic mood, sent a greeting card, as of one invalid to another, to Governor Pinchot, at the time ill in a hospital. Naturally she did not publicize her kindly deed, but presently came an acknowledgment done up in an important looking envelop bearing the governor's official seal. That started the fire

CLASSIFIED ADVERTISEMENTS

Rates: Display: 21 cents a line, 14 agate lines to the inch. Want advertisements five cents per word or initial, including address or box number. Minimum charge, first insertion, $1.00. Cash with orders. Discounts: 5% on three insertions; 10% on six insertions. Address advertising Department.

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all over again. Long before poor Mary had even seen the letter the neighbors were spreading the news. Life has been pretty hard for the Smiths since then with one of their major tribulations a landlord who won't believe their denial of hidden wealth and has doubled their rent.

CINCINNATI has found in Col. Henry M. Waite, deputy public-works administrator, the man whom it believes to be eminently right to head its new Department of Economic Security in which, as has been mentioned from time to time in The Survey, employment service, work relief and relief will be coordinated. Colonel Waite, an engineer by profession, with a two-year interval as city manager of Dayton, calls Cincinnati home though ever since the birth of PWA he has been at the right hand of Secretary Ickes in Washington.

SOME CWA men struggled to hang onto their jobs for one reason, some for another. Norma Y. Queen, of the Colorado State Relief Committee, tells of a man who simply wouldn't take no for an answer when told that jobs were no more. He had to have money; nothing else would do. Pressed for reasons for his urgency he said: "Well, it's this way. Ever since my wife and I were married we've had to buy everything on the installment plan, clothes, furniture, everything. Now she's expecting, and when that boy comes I want to pay cash down so he'll be all mine."

THE Columbia University Press, which for several years has been the publisher for the New York School of Social Work, has now taken over all the publications of the Research Bureau of the Welfare Council of New York City.

THE current literature of parent education has become so large that it rates a summary of its own, a new monthly publication, Childhood Interests, a Digest for Parents and Teachers, Ruth White Colton, editor. Editorial offices are at 11 West 42 Street, New York.

DR. ERNST JÄCKH, now resident in England, founder of the German Institute of Polities, and more than once a valued Survey author, has been made general director of the New Commonwealth, an organization which aims to promote an international tribunal and police force.

DEATHS

ROSE GRUENING, founder and headworker of the Grand Street Settlement, New York, died August 1 at Camp Moodna, Mountainville, N. Y., the summer-camp for children connected with the settlement. Miss Gruening, who had devoted her life to settlement work was loved by thousands of her chosen neighbors on the crowded East Side. She began her work at Madison House, and the nucleus for the new settlement, started in 1916, was a group of boys in their teens who had been members of her Stevenson Club there. Miss Gruening was an active member of the Ethical Culture Society and the Grand Street Settlement was based on Ethical Culture principles.

NURSES everywhere, but particularly in New York State heard with profound regret of the recent death of Elizabeth A. Greener for the past twenty years principal of the school of nursing and superintendent of the school of nursing at Mt. Sinai Hospital, New York. Miss Greener was a past-officer of various nursing organizations and was widely known as a teacher and as a writer on professional subjects.

THE SURVEY

Vol. LXX. No. 10 MONTHLY October 1934

CONTENTS

FRONTISPIECE 306

RELIEF FOR STRIKERS' FAMILIES ..... *James Myers* 307

TOO MANY YET TOO FEW ..... *Mary Ross* 309

COLLECTING THE RELIEF BILLIONS ... *Corrington Gill* 310

KEY WEST—BOTTLED IN BONDS ..... *Nels Anderson* 312

THE CHESTS STAND THEIR GROUND 314

Case Work and Public Relief ..... *Porter R. Lee* 314

Objectives ..... *Newton D. Baker* 315

The Keynote of 1934 ..... *Allen T. Burns* 315

FAMILY TIES ..... *Gertrude Springer* 316

THE COMMON WELFARE 318

SOCIAL PRACTICE 321

HEALTH 322

EDUCATION 324

INDUSTRY 326

UNEMPLOYMENT AND COMMUNITY ACTION 327

BOOKS 330

COMMUNICATIONS 332

GOSSIP 334

Files of The Survey will be found in public and college libraries. All issues are indexed in the Readers' Guide to Periodical Literature. Ask the Librarian.

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SO THEY SAY

No tax can possibly be popular.—*Mayor LaGuardia, New York.*

Who's being deprived of his liberty?—*Secretary Ickes, Washington.*

It is easier to revolt than it is to learn to cooperate.—*Stewart Paton in The Forum.*

This is a world where everyone is wanted but no one is wanted very much.—*Dean Inge, England.*

What is needed is a moral equivalent for bombs.—*Prof. Frank D. Graham, Princeton University.*

Any peasant can understand the theory of nationalism; that is why it is so popular.—*William Butler Yeats.*

There is enough work available to keep every American busy for twenty-five years.—*Harry L. Hopkins, FERA.*

America cannot be built by relief measures alone.—*Newton D. Baker, chairman, 1934 Mobilization for Human Needs.*

You don't have to sin to go to hell; you just have to go to one of these damned shelters.—*Unemployed Union Square speaker.*

I know what becomes of every penny of my money except what I give to the income-tax people.—*Dolores Del Rio, Hollywood.*

There surely must be some very good reason for the great numbers on the relief rolls.—*Grover Whalen to N. Y. Advertising Club.*

There are no faultless forms of government because there are no faultless men.—*Gaetano Salvemini in Harvard Graduates' Magazine.*

Agitators don't have much luck unless the men they are working on have something to complain about.—*Chauncey Parsons in Factory.*

It is the special handicap of the liberal attitude that it must be intelligent or it is helpless.—*Lyman Bryson, Teachers College, New York.*

Shirts in the news: brown, black, silver, gray, blue, red, hooded, bloody, khaki, hair, boiled, silk, stuffed and frayed. —*Marlen Pew in Editor and Publisher.*

When he is down on his luck the farmer goes radical, and that is about all there is to politics in North Dakota.—*Ole H. Olson, acting governor, North Dakota.*

We are not a "United States" at all in our care of children. We are just forty-eight little republics—and then some.—*C. C. Carstens, Child Welfare League of America.*

Thousands of people will go to see a preacher who allowed himself to be bitten by a rattlesnake who would not go across the street to hear him preach.—*The Christian Century.*

The effect of mergers is to increase the disastrous consequences of wrong judgment, to increase sales cost and to encourage the growth of stuffed shirts.—*David Cushman Coyle to American Society of Mechanical Engineers.*

One of the basic qualities of a good teacher is the ability, through magnetism or some other such black art of the personality, to make people want to learn what they do not want to learn.—*Dorothy Canfield Fisher in The Journal of Adult Education.*

Our imaginations have been fired by the implications of the new machine-age technology, but we are not yet within sight of the Promised Land where production is so simple that we can rest assured of the comfort of every human being.—*Mollie Ray Carroll, University of Chicago.*

An adult generation that allows its Frankenstein amusements and its own weakness, irregularities and example to imperil the welfare and the future of its youth, merits the full force of the Scripture which assigns the millstone as the lesser punishment. —*Prof. L. A. Averill in School and Society.*

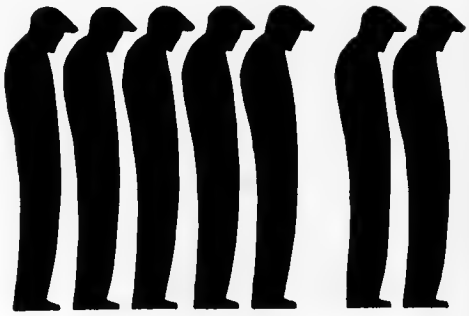
UNEMPLOYED IN THE USA

1930 – 1934. JANUARY TOTALS

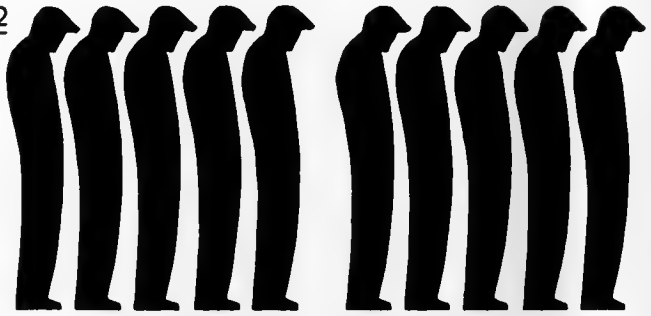
This chart of unemployment is based on the American Federation of Labor figures of the last five years. (AFL computations count among the unemployed all those working in government emergency programs.) It is to be noted that the chart does not represent yearly averages, which were: for 1930, 4 million; 1931, 7½ million; 1932, 11½ million; 1933, 12 million; and for 1934, through the month of July (latest figures), 11 million.

1930

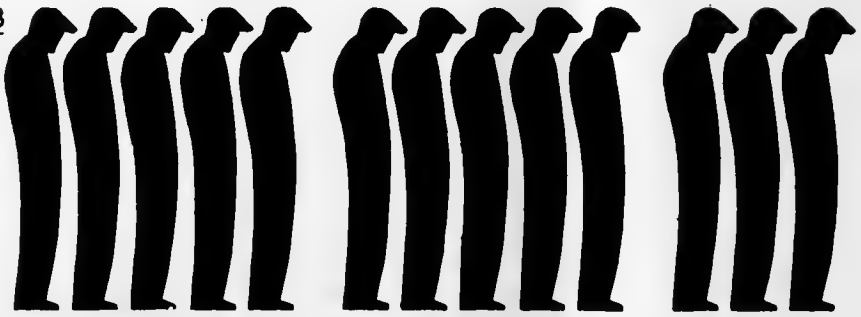
1931



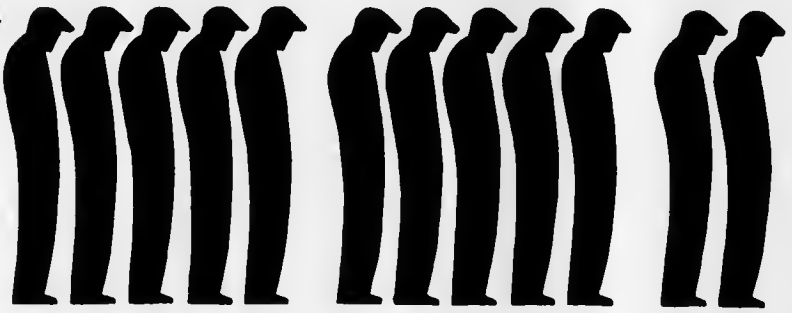
1932



1933



1934



Each man represents one million unemployed

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1934

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Relief for Strikers' Families

By JAMES MYERS
Industrial Secretary, Federal Council of Churches

WHEN I think of relief for the needy families of strikers, I see the problem less in terms of economic and political logic than in terms of the gaunt men, the weary women, the draggled, old-faced children I encountered last month in one textile town after another on my way to Honea Path, Georgia, to preach the funeral sermon for six strikers killed on the picket line. When you have been with workers on strike and their children, relief becomes something more than an academic question. Here are human beings driven to a desperate stand by their sense of injustice. In this particular instance, the mill hands were striking fundamentally for the right to bargain collectively through their union, a right guaranteed them by Section 7a of the National Industrial Recovery Act. In their industry, appallingly low wages and broken time are the rule. They have no reserves. Most of them are in debt to the store for food and kerosene. Their union has meager resources. To establish a right guaranteed them by law must these workers go hungry, and see their children go hungry? These, I believe, are the terms in which strikers' relief must be discussed.

Relief for strikers' families, which suddenly became front-page news in the nation-wide textile strike, is no new policy with FERA. When the administrator announced on August 28 that even in the event of a strike on an unprecedented scale, "no one in this country shall go hungry," he merely repeated the creed of the federal organization: "to provide relief on the basis of individual need." The order that went out over the signature of Harry L. Hopkins on September 13 followed verbatim the Instructions to All State Emergency Relief Administrators, issued when the point was first raised in connection with a strike in Montgomery County, Pa., and dated October 5, 1933:

> The Federal Emergency Relief Administration is concerned with administering relief to the needy unemployed and their families. Each case applying for relief to the local emergency relief agencies should be treated on its merits as a relief case wholly apart from any controversy in which the wage earner may be involved. The FERA will not attempt to judge the merits of labor disputes. State and federal agencies exist, as well as courts, which are duly qualified to act as arbiters and adjusters in such disputes. Unless it be determined by the National Labor Relations Board of the NRA that the basis for a strike is unreasonable and unjustified, the FERA authorizes local relief agencies to furnish relief to the families of striking wage earners after careful investigation has shown that their resources are not sufficient to meet emergency needs.

A supplementary statement from the administration declared, "Where relief jobs are available which needy strikers can fill the applicants are being required to work for their relief budget like anybody else."

While one may see dangers here of a possible future government control of labor through Board decisions on whether or not a strike is "justified," and on the other hand, of ill-considered strikes predicated on assurance that there will be plenty to eat, it seems to me that neither of these bugaboos is a real issue in the present situation.

THE FERA policy is clear. Its importance in a strike situation, the effectiveness with which it is applied, depend on a number of complex local factors. Among them might be mentioned: the type of industry carried on in the community; the level of employment before the strike and the resources of the workers; local labor relations; the strength and standing of local labor unions; the political set-up; above all, the background and the attitude of state and local relief administrations.

In some strikes workers have individual resources to help tide them over. A strong union may have a "war chest" equal to the emergency. Under these circumstances, few if any families are pushed onto relief by a strike.

If the strike follows a long period of part-time employment, if it is in a plant or an industry with a meager wage scale, if the union is young or ill-organized, then relief for the wives and

children of strikers becomes an important factor in community welfare no less than in the outcome of the conflict.

What the FERA policy means cannot be told in figures. The records are not kept that way. From Washington headquarters comes the statement:

We have no accurate statistics here in the office on the number of workers who have been given relief. We do not keep separate accounts of this because we do not deal with strikers as such.

Some quirk in local practice may eventually yield a statistic or two. Thus in one northern state relief to the families of textile strikers last month was paid entirely from federal funds "as it is an emergency that was not taken into account when the towns, cities and counties set up their budgets." In issuing an order to local offices to stamp vouchers for strikers' aid "Special Federal Relief" the state headquarters explained:

Remember we do not enter into a discussion regarding the labor situation with clients in granting relief by asking them if they are on strike or not. Get this information in any way you wish in order that you may stamp their vouchers—this does not mean that we are making their labor situation any concern of ours.

In letters from a score of well-informed persons in a number of states, the consensus of opinion seemed to be that "relief to strikers' families has not been an important factor in the total relief situation of the past year; but in some states . . . it certainly has not been negligible."

One letter cited a southern labor conflict where last winter:

The question of relief for strikers became very acute and I think ran through all its phases. The operators and some of the public were indignant at the thought that federal relief should be used to help their striking employes. On the other hand the [state relief] administration stood by its guns and . . . the state director resisted very strong pressure to weaken in respect to FERA policy: namely, to give relief on the basis of individual need without regard to the original cause of the need. At one time he told me he expected 9000 families to be added to his relief rolls . . . as a result of the strike.

Two New England items show how widely relief officials may (and do) differ in understanding and in procedure. A supervisor in a textile city writes:

I have met with the Strikers' Relief Committee and we made a friendly plan that all mill people not already known to us should make their first application to the Relief Committee. The committee will refer to us such families as obviously will need more aid than they are equipped to give. . . . I told the committee that we would investigate each case in the same way we investigate any other. They fully agreed and are going to check frequently with us. . . . We are trying to be absolutely fair and unbiased and to treat a striker as any other client who is obliged to apply for aid. . . . I do not know of any pressure to act in any other fashion, either from the strikers to be more lenient or from the public to be more drastic.

The overseers of the poor in Waterville, Maine, according to an Associated Press dispatch, decided to withhold unemployment assistance from the strikers, stating:

Let the unions support them. They'll either work or not eat. Any one who strikes in these times deserves to starve.

This, it seems to me, was neither the letter nor the spirit of FERA policy.

An unusually well-informed newspaper man, commenting on some of the difficulties in translating FERA policy into local action, writes:

My impression has been that the local relief authorities, tied up as they are with local commercial interests, tend to slow down on relief for strikers. I am told that in some South Carolina counties the relief authorities have allowed their funds to be spent and now that the textile strike is on they are not asking for more money from FERA.

A labor editor reports:

It has come to our attention that [before the strike] workers in southern textile mills have received public relief in addition to the sums which they were earning in the mills, and both scarcely adequate for existence. It is our observation that the distribution of local relief is controlled in a very large degree by local influences. In this textile strike the utmost of local pressure has been brought to bear on relief officials to prevent aid of any kind being given to textile workers on strike. . . . There is a distinct tendency to limit eligibility for relief to the single question of a person being on strike and, so far as local influences go, to deny them relief. It has come to our attention during the present strike of the textile workers that persons on relief rolls have had their names removed therefrom because of one or more close relatives participating in the strike. This is wellnigh a universal practice in South Carolina and Georgia and in the mill sections of North Carolina. We have made no detailed and statistical study of this matter and our information is dependent on the very considerable volume of letters we have had from individual workers who have described their condition and experience.

Many who agree with the general attitude of the Waterville overseers cite British practice as an argument against relief to strikers' families, again confusing unemployment insurance benefits with "the dole." It is true that under the Insurance Act, no beneficiary is eligible for payments if his unemployment is due to a "trades dispute," either a strike or a lockout. But this is insurance, not relief. With his own resources and those of his union exhausted, the British worker may ask for "public assistance." His application will be approved or denied on the basis of his need, the fact that he is on strike not affecting his eligibility.

THE real factors in the question of relief for strikers' families were clarified for me in textile towns through which I recently passed. The contrast was impressive—the great, substantial mills, the estates of mill owners, the squalid homes of the strikers. A strike is, in the last analysis, a test of resources. The employer to be sure almost invariably loses profits during a strike, but in order to maintain his position he does not have to go hungry nor hear his children cry for food. Throughout American industrial history, in one conflict after another the striker has gone back to work, convinced of the justice of his cause, but forced to accept employment on any terms so that his children may eat. It is futile to say that the public should be "neutral" in a strike situation, that officials should refuse to "subsidize" a strike by giving relief to the needy families of strikers. To refuse relief to needy families because the wage earner is on strike is not "neutrality" but a particularly cruel method of strike-breaking. The president of the Southern States Industrial Council stated in connection with the textile strike that if the government would revoke its unfortunate official commitment, "no one shall go hungry in this country," the strike would "probably not last for more than one week."

A statement issued during the textile strike in which I was joined by the Right Reverend John A. Ryan of the Social Action Department of the National Catholic Welfare Conference, and Rabbi Sidney E. Goldstein, chairman of the Social Justice Commission of the Central Conference of American Rabbis declared:

It is our earnest opinion that hunger should not be allowed to become the arbiter in industrial conflict. Relief should be given where manifestly needed. No issue can be said to be settled according to justice in which hunger has been the main compulsion in defeating labor, when the other party to the controversy has at least something to eat.

Too Many Yet Too Few

By MARY ROSS

TOO many nurses to earn a living, too few equipped to meet the best modern standards of the profession. Such is the upshot of the eight years' study of the Committee on the Grading of Nursing Schools, summarized in its just published final report, Nursing Schools Today and Tomorrow (268 pp. Price $2 of The National League of Nursing Education, 50 W. 50 St., New York City.) The report brings together cogently the facts gathered through these years by the Committee, which includes representatives of the three national nursing organizations, the American Medical Association, American College of Surgeons, American Hospital Association, American Public Health Association, and individual educators and other members of the general public, under the chairmanship of Dr. William Darrach and the direction of May Ayres Burgess. It leaves no room for doubt that change is long overdue in the apprentice system of education, which nursing retains alone among the professions, and that change must be made in the interests of nurses themselves and the patients they serve.

Hospitals began establishing nursing-schools sixty years ago to ensure better care of their patients. There were not enough trained nurses to go around. Now in many places, especially in towns and cities, the Committee finds that the present number of graduate nurses could not hope to get work for more than a few months during a year if every sick person who needed a nurse could buy and did buy all the nursing he required. Between the years 1900 and 1930 trained nurses increased in number forty times as rapidly as their potential patient, the American public. There was severe unemployment and underemployment among them even in prosperity's heyday. Hard times have brought increased joblessness but have not abated the flood of hopeful new recruits—100,000 of them in the past four years. In New York State in 1932, private duty nurses worked an average of 94.2 days during the year and had an average annual income of $478.80, according to a survey by the New York State Department of Health cited in another outstanding recent report, Nursing Education and Practice in New York State, by Harlan Hoyt Horner, assistant commissioner for Higher Education, New York State Education Department. Yet the Grading Committee finds that while there are floods of applicants for any desirable position in nursing, in all three fields—public health, institutional and private duty—there are many positions for which desirable nurses cannot be found. Because of their inadequate education, and the lack of selection in applicants to the schools the greater number of nurses who come into the profession each year will not meet the shortage at the top but will swell the surplus at the bottom.

In the four years 1929–1932, some 37 percent of the students admitted to training in the schools in New York State general hospitals were eliminated before graduation. Even so, about a third of the graduates who appear each year before the state licensing board, hospital diploma in hand, fail to pass the examinations.

For the public the difficulty in the present system is not so much the quantity but the quality of nurses it turns out. Geared to the demands of the hospital, and without support as educational institutions, nursing-schools typically have had to think more of getting hospital work done than of equipping students to meet the requirements of professional life. Nurses in a hospital find conditions different in many ways from circumstances they will meet in nursing elsewhere. In the New York State report Mr. Horner points out that between 80 and 90 percent of the graduates of general hospitals examined in 1931 had had no experience in nursing nervous or mental illness, tuberculosis or other communicable disease, and no experience in public health. Nearly two thirds of the nursing-schools in the country are conducted by hospitals which have less than 100 patients, though ordinarily the small school in the small hospital cannot provide the number and type of teachers in classrooms and in the wards, the time, the equipment and the experience needed to make a nursing-education worthy of the name. In its successive surveys, the Grading Committee has found improvement in the hospital nursing-schools, but the standard still is unthinkable as a basis for professional education. The typical school has 43 students. Nearly a quarter of the "schools" have no full-time instructor. Of the nurse faculty-members, 20 percent have never finished highschool and only 20 percent have had as much as one year in college.

THE way out of chaos, the Committee believes, is to close most of the hospital training-schools. The surest way to close the schools is to find other ways of caring for patients without increasing the cost. Most hospitals can afford to employ graduate nurses by turning over to maids some of the work now done by students, and using toward salaries the money spent on maintaining students. Graduates need work; they can give patients better care than can students. Postgraduate courses in special fields or to supplement inadequate training would improve the quality of service offered by existing nurses. For the future the Committee suggests studies of the feasibility of a system of state licenses for nursing-schools, which could raise standards for nursing-education by setting the requirements a hospital must comply with in conducting a school. Now any hospital can start one if it wishes to.

As a matter of public policy the Committee recommends that registration of all graduate nurses should be required, and that studies be made to discover whether not only graduate nurses but all workers who charge money for caring for sick people should be licensed. Under present conditions in many states there is no way in which doctor or patient know whether or not the woman who calls herself a graduate has in fact ever had any training or whether the practical nurse is a dependable and ethical worker. The eight-hour day for special-duty nurses, advocated by the American Nurses' Association, is proving successful in increasing employment and quality of service without increased cost to the patient and in giving nurses a little time of their own. In both private duty and other fields of nursing, the Committee feels that greater flexibility in salaries, to reward specially arduous or skilled service, would improve the quality of nursing. They recommend extension of public-health and hourly nursing service for patients sick at

home, and the development of central nursing-bureaus with salaried private-duty nurses employed under supervision to give eight-hour service in homes or hospitals. Such a plan would make it possible to lower the daily charge for private-duty nursing but at the same time, by stabilizing work, to maintain or increase the annual earnings of nurses.

In the New York State study Mr. Horner's chief recommendation is drastic: a moratorium until September 1936 on all admission of new students to training-schools. Using that interim as a breathing space in which to study costs of maintaining students or employing graduate nurses in hospitals, he would amend the State Education Law to provide that all persons offering to care for the sick for hire must be licensed. Recognition would have to be made under the law for existing practical nurses who could give reasonable evidence of their successful experience. For the future, however, he suggests a new type of practical nurse, definitely limited in number, required to meet specified standards of education, fitness and personality and to have completed a year's training in a registered school for practical nursing. For the "RN" as we know her he would prescribe at least a year in an approved college, including work in English, the sciences, psychology and sociology, followed by two clinical years in a registered nursing-school. Students in the hospital schools would have had to pass a fitness and personality test by the Department of Education and would be limited in number. They would pay tuition and maintenance charges there as in any other professional school.

The hospitals, hard-pressed for funds, have felt nursing-schools an economy in administration, though records are seldom available to show actual costs. In some cases actual study has shown that employment of graduates would be cheaper as well as more effective than the use of student nurses. In any case the argument of economy breaks down when the plight of profession and public also is considered. As Mr. Horner declares:

> The only basis on which the school should be permitted to exist is that it provide fundamentally sound nursing-education. This end can never be gained until nursing-education and nursing-service in hospitals are administratively and financially separated and until hospital authorities completely abandon the idea that profit *may or ought to be made* out of a training-school for nurses worthy of the name.

Happily the wealth of facts which the Committee on the Grading of Nursing Schools has brought together will not rest only in its reports, but will continue to be disseminated through the Nursing Information Bureau recently established by the American Nurses' Association with the sponsorship of The National League of Nursing Education and the cooperation of the National Organization for Public Health Nursing. From its office at 50 West 50 Street, New York City, the Bureau will endeavor to keep before the public and the professions concerned with medical service the facts which are their common concern and call for their common action if nursing—good nursing—is to be made available to people who need it at a price they can afford and if nurses are to have the dignity, security and opportunity their profession deserves.

Collecting the Relief Billions

Federal, State and Local Funds—Where They Come From—How They Are Raised

By CORRINGTON GILL

Assistant Federal Emergency Relief Administrator in charge of Research and Statistics

NO problem has been more perplexing than that of financing relief. In the early years of the depression private contributions accounted for about 30 or 40 percent of expenditures. This proportion is now estimated to be less than 5 percent. Meeting the need for unemployment relief has become almost exclusively a public responsibility.

In conformity with the mandate expressed in the Relief Act of 1933 the Federal Relief Administration has attempted to bring about an equitable distribution of the burden of caring for the unemployed among the federal, the state, and the local governments. This is a difficult task.

From the beginning of 1933 to the end of June 1934 obligations incurred for unemployment relief from public funds amounted to approximately $1,340,000,000. This was exclusive of Civil Works' Administration expenditures which total, in round figures, $950 million. Almost two thirds, 62.8 percent, of the relief total was supplied by the federal government, 16 percent by the state governments, and 21.2 percent by the smaller political subdivisions.

It is interesting to note that the proportion of local contributions to total expenditures has declined during each quarter since January 1933. This decrease is for the most part due to a diminishing of the financial capacity of local governments.

In 1931 and 1932, before any federal money was made available, the whole burden in most of the states fell on local units of government which, in addition to the exhausting demands for unemployment relief, faced drastically reduced tax collections. The bulk of local revenue, as is well known, is still obtained from the property tax which was much reduced in productivity as a result of reduced assessed valuations, poor tax collections and taxpayers' strikes.

The proportion contributed by the states, on the other hand, increased steadily from 9 percent ($18 million) during the first quarter of 1933 to 33 percent ($59 million) during the corresponding quarter of 1934.

We estimate that state and local funds available for unemployment relief during the remainder of this year will average approximately $30 million monthly.

IN some cases a separation of state and local funds is merely an accounting procedure. The State of California, for example, provided funds for unemployment relief through a $20 million relief bond issue. The proceeds of this bond issue, originally sold by the state, is reloaned to the counties and municipalities to be repaid from their share of the gasoline tax. Thus, though actually listed as a state contribution, the proceeds of the bond issue may in many respects be properly considered as a local contribution.

Where have the state monies come from? In practically every case, the expenditure of state and local funds for unemployment relief resulted from special legislation, which explains to a great extent the establishment last year of an all-

time record number of state legislative sessions. State legislation for this purpose began in 1931. Since that time thirty-six states have provided unemployment relief funds.

Those who have had occasion to follow legislation for unemployment relief have doubtless observed that there is a considerable degree of discrepancy between legislative appropriations and actual expenditures. This discrepancy is caused by a number of factors: some expenditures were incurred without legislative authorization; some expenditures authorized were never made; some authorizations were only partially invoked; in some instances the sources from which funds were appropriated proved to be unproductive; and, in still other cases, expenditure for relief was prevented by the interference of the courts.

Statements have been made that the insistence of the FERA upon state and local contributions has brought about an enormous increase in public debt; that it is consuming the bulk of liquor revenue; that it is responsible for the diversion of large proportions of the automobile revenue; that it is responsible for the sales-tax movement. Careful investigation reveals that most of these statements are grossly inaccurate.

Let me state definitely that the FERA has never endorsed one method of raising relief funds as against another. What I am particularly anxious to avoid is the impression that the FERA is bringing pressure to bear upon states to adopt certain specific revenue measures, for example, the sales tax. The pressure for relief funds, so far as I am aware, is not different from any other demand for revenue. We tell a state the amount we expect it to contribute and that state can choose any method it desires. If it adopts a sales tax, or diverts gasoline money, or sells bonds, it is because it wishes to raise its revenue in that way.

Bond-issue authorizations and appropriations from general revenues have been most important as sources of relief funds despite the fact that borrowing for unemployment-relief purposes is kept down by severe constitutional restrictions. In only ten states is the power to borrow beyond temporary and national defense requirements vested in the state legislatures. In the remaining states, borrowing is a lengthy process.

TO date, state and local bond-issue authorizations for unemployment relief approach $300 million. Compare this with approximately $20 billion, the present gross public debt of the United States, exclusive of federal debt, and you will see the non-validity of the impression that relief has brought about a significantly disproportionate increase in public debt.

Unemployment relief is the beneficiary of not more than 3 or 4 percent of the estimated $100 million annual public revenue being collected by the states from liquor.

In those twelve states in which gasoline taxes and motor-vehicle registration fees are used for unemployment relief, the total amount involved probably does not exceed $15 million annually. This represents but a small fraction of one percent of the $850 million revenue derived annually from motor traffic.

Approximately the same situation exists in respect to the sales tax. This method of raising revenue is now employed in seventeen states and is producing an annual revenue in excess of $200 million. It is difficult to determine precisely what proportion of this money is being used for relief since in some cases appropriations from the general funds were in fact made in anticipation of sales-tax revenue. It is apparent, however, that the total figure for 1934 will probably not be in excess of $20 million.

Local public funds have been raised by using up accumulated surplusses, by cutting employes' salaries, by diverting funds to relief from purposes for which they were originally intended, by tax levies, and by bond issues. Unfortunately there are at the present time no adequate data indicating the amounts of relative proportions raised from each source.

During the past eighteen months the proportion of funds supplied by the three governing units, have varied widely from state to state. Thus, federal contributions ranged from 28.9 percent in Massachusetts to over 99 percent in South Carolina and Mississippi; state contributions, from nothing in Alabama, Florida, Georgia, Mississippi, Nebraska, North Carolina, North Dakota, South Carolina, South Dakota, and Wyoming, to 67 percent in Delaware; and local contributions, from nothing in Delaware to 72 percent in Massachusetts.

IT may reasonably be asked what justification there is for this variation between states, in the proportion of the costs of relief borne by the federal government. There is no one simple answer to this question. Four major elements must be considered:

First, it is necessary to take into account the need for relief. We know that this item varies widely from state to state and from community to community.

Second, due weight must be given to the relative abilities of the political units to finance relief. Economic capacities vary to an extreme degree. In some instances states and their political subdivisions are already in poor financial condition and are, therefore, unable to provide additional funds. Then again there are some states where economic capacity is adequate but where it cannot be employed because of constitutional and statutory limitations either on the levying of taxes or the incurrence of debt, or the performance of service. Where these constitutional or statutory restrictions are obstacles in the way of the provision of relief funds, taxpayers in other states have a right to expect the removal of such limitations. Unfortunately the revision of constitutions and statutes is a lengthy process, and in the meanwhile the needy unemployed must be cared for.

Third, proper attention should be given to the relative amounts spent by the political units for public-welfare purposes other than direct relief. Their significance is obvious. These activities frequently reduce the necessity for direct relief.

Fourth, geographical variations in living standards and relief costs as well as weather and seasonal factors must be considered in arriving at any available and fair conclusion on the amount of participation by the federal government in helping meet the relief needs of the various states.

There is no question as to the desirability of measuring these four major elements in carrying out an intelligent policy of making grants to the states but until a formula can be devised our policy is to approach each state on its own merits after a careful study of the facts.

Some of the questions we attempt to answer may be stated briefly as follows:

What is the nature of the political unit's economic life? Is it one that has been disproportionately affected by the depression?

What has been the trend of the financial condition of the political unit during the past four or five years? What are the factors which brought about this financial condition?

What increase or decrease has taken place in the political unit's welfare expenditures and its total expenditures? Where has an effort to economize been made? If its expenditures have increased, have they increased for justifiable reasons?

On the side of revenues, we raise the question of whether or not they have increased or decreased. Has the political subdivision made an effort to revise its revenue structure? Has it adopted any new

taxes, increased old taxes, or has it, on the other hand, dropped sources of revenue? Has it any readily available untapped sources of revenue?

What is the indebtedness of the political unit and what is its credit rating, and what are its possibilities of raising relief funds by borrowing? What are the constitutional and statutory conditions? Are there legal restrictions which would prevent the legal unit from tapping available sources of revenue? Other important questions must be answered concerning the relationship between the state and the local political subdivision as, for example, has the state recently assumed the cost of functions heretofore performed between the cities and counties?

Although these are the most important factors used in measuring the ability of the states and localities to finance unemployment relief, there are other more practical, less academic items which have, in some cases, made it difficult to secure adequate financial participation; such, for instance, as the unwillingness of some governors to call special sessions of the state legislatures; the lack of responsibility or the presence of political factionalism which may prevent legislative action; and in a few cases, perhaps, the unwillingness of the people dominating the political scene to go on record as favoring the raising of funds for the relief of their unemployed.

The FERA has consistently followed the policy of exerting all the legitimate pressure which it could properly bring to bear without causing undue suffering to the unemployed themselves who are not responsible for the attitude of those determining the fiscal policies of states or localities.

Key West—Bottled in Bonds

By NELS ANDERSON

Assistant to Chief Engineer, Federal Emergency Relief Administration

KEY WEST surrendered. This strongly fortified coral island, so important for half a century on the military map of the United States, has given up. Once the favored center of the American cigar industry, Key West stands today in the breadline of the Federal Emergency Relief Administration.

On July 2, the Mayor and his council wrote to the governor of Florida that the city had come to the end of its rope. Up to its knees in garbage and unremoved rubbish, over its head in debt and two years behind in its official payroll, the city could not go on. Three days later Julius F. Stone, Jr., relief administrator of Florida, accepted the bankrupt municipality as a relief client. He had no other choice, for already 80 percent of the town's population were on the relief rolls with the proportion rapidly increasing.

The resolution of surrender is a document worth pausing over because it pretty well reviews the glory and decay of Key West, the island of two thousand acres which once had a population of more than twenty thousand people. Here the cigar industry at one time employed ten thousand persons. Today there are scarcely a hundred cigar makers actually working. The industry has been tempted to other places, chiefly to Tampa where greater advantages were offered. The coast defences of Key West and the regimental post of the army have been reduced to a skeleton formation of forty men and officers. The port is about to be abandoned as a naval base thus depriving the town of a payroll of a half million dollars. With the coast-guard headquarters gone and with certain steamship lines ceasing to recognize the town as a port of call, Key West has about ceased to have any customs importance. The losses or prospective losses of all these activities boded ill, said the resolution, for the social and economic life of the place.

The resolution further pointed out that both passenger and freight business has declined on the railroad and the ferries over which the auto highway reaches the little island. The pineapple canning business once a leading industry is about lost due to tariff changes; the sponge industry has migrated up the west coast to Tarpon Springs, and the fishing business, due to competition elsewhere and to the long freight haul, has about given out.

When this once flourishing town reached the bottom of the spiral it was almost without a payroll, its per capita monthly income being less than $7. But that is not all the story. Key West, along with every other up and coming Florida town, went down the spiral barnacled in debt. The bonded indebtedness of Monroe County and the city of Key West totaled at the close of 1933 approximately $5 million. And the county in the final analysis is Key West, there being very few inhabitants outside the city. In addition to the bonds there was an interest bill of $270,000, constantly growing. Further, at the time of surrender the city owed its employes and officers the sum of $113,000, not to mention certain unpaid operating expenses of about $150,000. To this must be added hundreds of thousands in private debt. Indeed there is scarcely an unencumbered property in town.

A fireman told me that the city owed him $2000 and that that was an average bill. The nine men on the police force, including the chief and the jailer have not been paid for so long that policing the city has about gone out of style, but with no alarming consequences. Whether it is true or not, the report is that prisoners are turned out during the day and must be back to jail by six o'clock, or they are locked out for the night. Anyway crime and delinquency are not the problems.

Fire protection is dangerously inadequate. Firemen have lacked not only their pay but the most necessary means to keep their equipment in shape.

IN the sanitary department the breakdown was complete. I was told that after a bill of $18,000 was piled up against the town, the collectors of garbage and rubbish were forced to quit. Then followed some eighteen months when no waste was hauled away and vacant lots and streets became filled with debris of every description.

A word about the taxes and rents. With practically no local payroll there was no money for rent. Rent-paying just about ceased, and the property owners stopped paying taxes. Whatever was paid the bondholders got while the cost of even the barest municipal services was unmet. Nevertheless the market value of the bonded bill of more than $400 per capita dropped with a thud. These claims, I am told, are selling for as low as 10 to 20 percent of their face value; an eloquent index of the economic outlook.

The relief administration took over the town in good revival style, with a big open-air meeting. The essence of the proposal presented was a return to the elements of democracy. For the sake of health and appearance the town would be cleaned. Waste would be hauled away. Tumbledown old buildings would be razed and the materials salvaged. Habitable residences would be made presentable. The municipal household would be put in order. All this to be done in part by volunteer labor and in part by relief labor.

THE people were asked to form themselves into a work army for six-months service, beginning August 1. All relief clients able to work were expected to put in labor to meet their budgetary requirements and in addition to give the community twenty-four hours work per week. Citizens not on relief were asked to volunteer twenty-four hours weekly. A citizen would get his volunteer credit, hour for hour, by taking a worker into his employment.

While the voluntary enlistment was under way, the newly-formed Key West Authority undertook a complete census and house inventory. More about this in a moment. The census revealed a total of 6953 ostensibly able-bodied men and women between the ages of 18 and 64 years. Of this group the females numbered 3338. At the close of the enlistment 4300 of the able-bodied had volunteered an average of 20 hours per week. Not counting relief labor, the Key West Authority was pledged approximately ten million hours of labor of every type. The problem is to find ways of using it.

Being a little doubtful about it all I asked what the citizens got in return for all this volunteer labor. The answer was simple and direct. In essence the relief administration said to the people of Key West,

> Your city is bankrupt; your streets are littered and filthy; your homes are run-down and your industry gone. We will begin by cleaning up. Then we will rebuild. After that we must find ways of earning a living. If we can we will try to exchange some of this labor for back taxes and unpaid rent. If this can't be done the job is still worth while. We will make Key West a clean, beautiful and healthy city.

Even before August first the people went to work, starting the clean-up in the most littered corner of the island. At the time of my visit a month later they were still working three shifts a day, keeping ten trucks busy carting garbage, rubbish and wreckage to the dumps. More disagreeable work could not be conceived but I was assured that there was no balking. Various estimates indicated that more than 80 percent of the pledged hours were being delivered.

While the clean-up crew scoured the streets, parks and vacant lots, another gang of workers was put to the task of demolishing scores of old buildings which could be removed only with the consent of the owners. The relief administration reserves the right to salvage materials for later use in repairing habitable buildings. Volunteer labor credit is granted a man to work on his own property. If he needs help it is given him and charged. He pays back in work, perhaps on a neighbor's property. Charges for materials will also be paid in labor.

The spirit of cooperation in this undertaking was shown by the prosecution of a voluntary census, an extraordinarily complete inventory of the human, health and housing resources of the town. Every person on the island to the number of 11,656, was reported and more than 90 percent of the information sought was obtained. The task of compiling this is not finished.

The census showed 6378 non-Latin whites, 3072 Latins and 2206 Negroes. Of 1177 non-citizens practically all were Negroes and Latins. They all signed up, however, to give their labor until about every house in town sports a FERA "New Dawn" poster.

Naturally one asks of Key West, "What next." It is inspiring in times like these to see the whole people of a city rise overnight from a slough of lethargy, get busy and clean up. But, to what end? On this there are two viewpoints in Key West. This coral city has the remnant of an upper class who mourn the good old days and want them back again, believing that if money is spent at the top enough will trickle down so that everyone will get a little of it.

A second group wants to raise the standard of living of all people with good houses for everyone and a lot more houses to rent to tourists. They know they must have some industry, but the boomers and promoters must stay out. Certainly no bond-sellers would be admitted. This is the group in control of the present venture.

The man selected to handle the Key West experiment is B. M. Duncan, an engineer loaned by the Florida Highway Department. His feet are firmly on the ground. With him are a goodly number of socially minded engineers who have done much to take social work out of the concept realm and to make work a social therapy. I asked Mr. Duncan about plans for finding real jobs for the people of his stranded city. He hastened to say that mushroom business and fly-by-night manufacturers would not be welcome:

> Two weeks ago some cigar men came to see me to ask what concessions we would give if they opened one of our abandoned factories. I could offer nothing and they have not been back. They were the kind of men who shop around and stay any one place only until they get a better offer elsewhere.

Florida towns have had too many such business men. They are in a class with the big real-estate boys whose depopulated boom towns are seen on every hand.

The suitcase industrialists and the real-estate sharks have partners in the writers and floaters of bond issues. They have gouged and gutted some towns even worse than Key West. The escape from the bond slavery is through depreciation but this is a depressing way out. Key West bonds have gone down and down with every drop in the town's economic prospects. Under the burden of the bonded debt the economic curve can only go still lower. The debt cannot be paid.

Perhaps the debt can be compromised. This is the hope of Key West; that the RFC will strike a deal with the bondholders. Until some adjustment can be made the work of rehabilitation must be outside the framework of the tax system and the municipal government must remain as now a shell under which the emergency government of the relief authority operates.

IN 1822, John Simonton, an American trader, purchased the island of Key West from Juan Pablo Salas, a Spanish soldier, paying therefor the sum of $2000. Since then, except in its uses as a military base, Key West has always been a fishing and trading town. A century after the Simonton purchase came the dream of big business, crowding the island with more than twenty thousand inhabitants and loading it with debt. But Key West is not designed by nature to be an industrial city nor even a port of consequence. It was prepared by the gods to be a playground. It could never be a place of show and glamor. It is quiet and unique and could be another Provincetown. That is precisely what the present administration is aiming at.

I don't know what the Key West experiment proves. I only know that one cannot pass that way without being greatly stimulated.

The Chests Stand Their Ground

WITH Washington as a setting, and national figures, beginning with President Roosevelt, lending prestige and inspiration, the community chests launched in late September the 1934 Mobilization for Human Needs, general title for the national effort, intensive between October 21 and November 11, to fortify some 350 chests in as many cities in their campaigns for funds for the support of local social-welfare agencies. The conference in Washington served, as it has in previous years, to focus public attention on the purposes and needs of social work, other than direct relief, and to pool the experience of board members and executives responsible for the organization of the local campaigns.

The conference was opened with a charge to citizens by President Roosevelt and a response by Newton D. Baker, chairman of the national committee of citizens sponsoring the 1934 Mobilization. The place in the community of social case work, leisure time, character building and health services was discussed by Mrs. Frederic M. Paist, president of the national board of the YWCA; Porter R. Lee of the New York School of Social Work and Livingston Farrand, president of Cornell University; and the organization of the Women's Crusade, the distaff side of the mobilization, by Margaret Culkin Banning of Duluth. The more technical topics of campaign strategy and budget principles were presented by Solomon Lowenstein of New York and Leroy Ramsdell of Hartford.

Because privately supported social work, as represented by the community chests does not, it well knows, operate in a vacuum, Community Chests and Councils, Inc., administrative agency for the mobilization, brought into the conference various distinguished speakers to present matters of broad public policy in social welfare. These included Mrs. Franklin D. Roosevelt, George D. Vincent of Greenwich, Conn., Harry L. Hopkins of the FERA, John Stewart Bryan of Richmond, Va., Albert L. Deane of the National Housing Authority and author of the much discussed Deane Plan, and Arthur J. Altmeyer of the President's Committee on Economic Security.

The chest executives were plainly of mixed mind, compounded of the question, "But how are we going to get the money?" and of fear of sudden changes of relief policy upsetting to the public temper and to their own plans.

Case Work and Public Relief

By PORTER R. LEE

Director, New York School of Social Work

EXPERIENCE in this depression has brought to public perception the fact that neither public nor private relief alone has been equal to the total burden of dependence. For handling the problem of mass relief private resources are hopelessly inadequate and public relief is indispensable. On the other hand, however efficient public relief may be, there are areas of human need which it cannot reach —areas which lie outside its necessary preoccupation with mass relief, outside its statutory limitations, outside its adaptability to many human problems which are covered by reticence and sensibilities.

These are areas which the private agency with its maturing program of social case work must occupy. Social case work must be incorporated into our public relief, continuing the beginnings in this direction which were discernible here and there prior to 1929 and which have been greatly accelerated by the influence of the FERA and some of the state administrations. But the mass-relief problem ahead of us is so vast that there is no possibility that social case work can be made available under public auspices for more than a small part of it. Those persons in trouble, whose need for other kinds of help and reinforcement transcends their need for relief, must be provided for largely through private agencies. This assumption involves no discrediting of public-welfare methods. Their limitations are inherent in the insufficiency of their resources for social case work, and to some extent in the statutory limitations under which they work.

Statutory provisions can rarely be defined so as to cover all of the need towards which they are directed. They may and in many instances they do cover the bulk of it, but the law defines limits which human need does not recognize. If we are to provide service beyond the limits of statutory provision it is imperative that our community provision include both public and private resources and that we maintain a flexible relation between them.

THE private agency therefore must perform a function which is beyond the present scope and the present inherent possibilities of public relief. In the immediate future I believe it has another important function in relation to public relief. Deplorable as our mistakes have been, I think we must nevertheless agree that in view of the magnitude of its task the record of governmental relief administration during this depression has been outstandingly good. Certainly it takes on that character when compared with the whole history of public relief in this country. But the crux of our problem during the next decade and more lies just there, for both the depression record and our previous history will influence the development of public-relief administration, and with some conspicuous exceptions our previous history had been almost wholly bad. Our great problem is to make expenditures for public relief efficient in the sense of realizing for all of us our purposes with respect to those with whose need we as members of civilized communities wish to be concerned. It will be a long job. Moreover if this depression lifts it will be a task which will have to be carried on without the dynamic national psychology which makes relief of foremost public interest in a time of great crisis.

When public opinion takes relief out of the glamorous atmosphere of the New Deal, it will be administered in the much less inspiring atmosphere of governmental bureaucracy, sub-

Objectives

By NEWTON D. BAKER

ANY extended system of federal relief, however necessary, is attended by dangers. The efforts of the federal government have avoided many of these dangers by insisting upon local administration and cooperation, but it is our eager hope that soon the entire burden of relief may be returned to local shoulders.

In the meantime, the primary object of our interest is the protection of the American family against another but parallel set of evils. We have devised a whole set of agencies to assist one another in helping to carry the peak load of the family burden, caused by sickness and other afflictions to individual and helpless members of families, and to supplement the family influence as it seeks to protect children against the temptations of modern life and to build them into strong and self-reliant characters. In these agencies we have invested, from private gifts, vast sums of money. To their ministrations we have brought the trained workers of a new science. Their continued support is always indispensable, but in times like these they become especially necessary because the family as an institution is weaker when its members are overshadowed by the clouds of universal want and universal fear.

ject to all of the peculiar pressures and distortions which have characterized our public life. It must not be allowed to sink into inefficiency under those pressures, and nobody familiar with the administrative foundations which have been laid in this depression believes that it need do so.

BUT it will take continuous effort on the part of public-spirited citizens upholding the efforts of conscientious public officials to prevent it. No public agency can in the long run rise much higher in its conception of its task than the level at which public opinion will support it. In no matter of public concern is there so little public understanding as in the broad field of social welfare. If we are really in earnest about social welfare it must be clear that the permanent organization of citizen- and professional interest in private agencies is an indispensable focus of public concern with its social problems. This service of initiating and informing public opinion is not only one which private agencies have always rendered our public agencies, it is a service which public officials concerned with a high standard of work have persistently sought. With the inevitable lessening of public interest in relief I do not see how public standards can be upheld, however able our officials, without such service from private agencies.

Efficiency in public relief is even more a matter of personnel than of public opinion. Two years ago the majority of our most competent workers were in the employ of private social agencies. Within that period these workers have been steadily drafted by developing public departments. This transfer of personnel, in my judgment, is one of the greatest services which private agencies have rendered the cause of social welfare in this country. This transfer must continue. Public agencies will undoubtedly assume an increasing responsibility for training their own personnel, but for adequate professional education of competent social workers for public welfare, private agencies are indispensable.

But this is 1934. Money is scarce, taxes are mounting and demands are heavy. Uncertainty is in the air. We will not let people starve but if the government is to continue to take our billions to prevent it, why should we ourselves through our private agencies spend our paltry thousands or even millions for the same purpose, plus the luxury of providing social case work to a minority of those in need?

This question cannot be dodged. I believe the answer to it can only be found in a searching of our most cherished purposes with respect to life. What kind of social life do we want in this nation, whatever be the social order in which we live it?

If we include in it the service of man to fellow man in adversity then we must at all costs keep alive and vital those forms of organization and relationship through which this service can be rendered. The list of these is long and distinguished on the roll of human achievements. During the last fifty years social case work and the private social agency have earned a certain if modest place among them. Their claim upon the participation and support of the American people is not their service to the capitalist system, or the rights of the professional group who administer them or the privilege of the wealthy to be philanthropic. Their claim is exactly that of medicine or education or engineering: they represent a form of service which has demonstrated its power to enable human beings to achieve their civilized purposes with respect to each other. We have come to regard them as indispensable. They assume the character of indispensability because on the whole we prefer a world in which such attributes of civilized living are present.

The Keynote of 1934

By ALLEN T. BURNS

Executive Director, Community Chests and Councils, Inc.

THE community chests will ask support for 1935 on the basis of their inclusive all around programs of human service. Unemployment relief has practically ceased to be a function of private social agencies, and relief is no longer the touchstone of the community-chest appeal. The appeal of the chests this fall is comprehensive, constructive and courageous. It embraces services of child care and protection, hospitals and nursing, guidance and leisure-time occupation for youth and presents them, not as alleviative charity but as essentials to community rebuilding. Rebuild, the slogan of the Mobilization of 1934, means exactly what it says. The appeal is courageous because the chests are not setting their goals at what they think they can get and trimming down services accordingly, but are going to the public with an honest statement of the costs of social services vital to the community. If they do not make their goals they will at least have put the case squarely before the public and the responsibility will be where it belongs.

Present indications are that the chests will ask for more than was raised last fall and that they have reason to hope that they will get it. Ninety percent of chest money is raised in fall campaigns, but for a number of years the results of the few spring campaigns have supplied a fair forecast for the fall. Last fall campaign results were 16 percent below the preceding fall but the spring campaigns showed 101 percent of the results of the previous spring.

The chests are not fooling themselves on the difficulties which mounting taxes and public-relief expenditures impose on raising private funds but they know they have a sound case and they mean to put it frankly before that unpredictable entity we call "the great American public."

Family Ties

By GERTRUDE SPRINGER

> **Miss Bailey Says . . .**
>
> *You can't settle family troubles with food orders. What can a relief worker do, for instance, when . . .*
>
> *A returned CCC boy refuses to stay home and takes him a wife because "married men on relief get all the breaks"?*
>
> *A family refuses to "take back" a fifteen-year-old girl after the still-birth of an illegitimate child, and there is no institution to care for her?*
>
> *A deserted mother, with four of her own, refuses to shelter her four young step-children and there are no relatives or institutions to take them in?*
>
> *A deserting husband of one relief family is found as an unbudgeted member of another?*

A DREARY autumn rain and a morning paper full of bad news had put Miss Bailey's spirits into low even before she picked up the official report, Employment Status of Former Members of Civilian Conservation Corps, and began to read:

Within a few months of leaving the corps either during or at the end of the summer-term of 1933 no less than one eighth of the 100,000 young men and boys could not be traced, probably because of their shifting rapidly from one part of the county to another. . . . Less than one fifth of the 90,000 who could be traced had procured employment, and in each of the three states, New York, Illinois and Ohio, from which the largest number of these boys had come, less than 14 percent had found work. . . . The total picture that emerges is of a highly transient and markedly unemployed group of young men.

"So they're on the road, and back on the street corners. And what's the answer?" she asked herself as her door opened to the first visitor of the day who, plainly, was also in low.

"What do you think our fine CCC boys are doing now?" The visitor was not only low but bitter. "Getting married, if you please. Setting themselves up as families because 'married men get all the breaks in relief.' That big husky boy of Mrs. Larson's had the nerve to tell me that to my face, and to tell his mother she kept a hell of a house. He's getting married this morning and he practically dared me to stop him."

Miss Bailey repressed a giggle. Who would have thought of this as an answer!

She remembered Mrs. Larson's overgrown boy and what a relief it was to everyone when he went to the CCC camp. Not that there was anything wrong with him except his incredible appetite and the size of him for a three-room flat with three other children and a nagging, slip-shod mother. The CCC had been a God-send for him.

But now he was back, and to Miss Bailey the percentages of the official report suddenly took on human form.

"Now let's see just where he stands." Miss Bailey took up the record card. "He's been away a year and the CCC is all over for him. He's gained ten pounds. He's twenty years old. He's come back to the same three-room flat, the same grocery order, the same quarrels. Food tickets don't settle family troubles, do they? For three weeks he's hustled for a job and can't find one. Now what are his choices for himself?"

Miss Bailey ticked them off on her fingers: "He can stay home. But he says he won't and there isn't any way to make him. He can take to the road, join the quarter-million transients in federal camps and shelters. Not a very good answer for him or for society. He can leave home and become a 'resident homeless' lining up every night for a bowl of stew and a bunk. Not very enticing after a year of the decency of the CCC camps. A work-relief job? Oh no, they are only for married men. It's perfectly true, married men do get the breaks in this relief business.

"Do you know, Miss Thomas," Miss Bailey began to feel cheered up, "I think that boy's bright. As the head of a family he'll be entitled to a budget which, thin as it is, will give him more decency of living than a mattress on his mother's kitchen-floor and a family battle for a man's size share of the food order. And besides he'll have a fighting chance to get on work-relief. I wouldn't have thought of it, but given his situation, with relief all there is for him anyway, why shouldn't he take the best break he can get on it. And then, he'll have his girl."

The way Miss Thomas said "Gir-rl" indicated that she was not impressed.

"Girl? Why of course he'd have a girl," went on Miss Bailey blithely, "What do you expect, that normal healthy young animal! And this last year in the CCC has broken him completely away from his mother's way of life. Perhaps marriage and a place of his own, even on relief, will put him on his feet. You never can tell. Maybe the answer for all these returned CCC boys is to set 'em up at housekeeping."

And all cheered up for the day by her own unreason, Miss Bailey tackled her morning mail.

Relief workers have learned these long hard months that you can't change family relationships with food tickets. They have seen family loyalty and solidarity that no amount of hardship could shake. And they have seen situations where not even the arrogant power of the food order could force people to behave toward each other in the way that even the loosest pattern of family life presupposes.

"If we made relief contingent on family love and devotion we'd be in a pretty mess," said a supervisor as competent as she is realistic. "We have to remember that these people are just run-of-the-mill human beings whose behavior is no better and no worse than among those whose family privacy has not been exposed by the accident of dependency. We have to forget ideals of human conduct and not try to set everything right with a food ticket. One of our workers came in a week or so ago burning up over a hard-boiled father and a cowed mother who refused to take back into the home their fifteen-year-old daughter whose mysterious illness had turned out, at the hospital, to be a seven-months baby, stillborn. Of course Chicago, any big city, would have had agencies to care for the girl and work out a plan for her. But we haven't any social furniture of that kind and the girl had literally no place to go.

"The worker was all for 'putting the law' on the father and

for cutting off relief from the family until he relented. Now what good would that have done the girl? Can you imagine her life under such circumstances? Her one chance at this time was to be out from under her father's bitterness. As a matter of fact the law did give us a recourse. This girl was a dependent child and the county was legally required to provide for her. She was a county, not a relief, responsibility. Had she been older, beyond the legal age definition of a child, she would have been a relief case, entitled to treatment as an unattached woman. She's boarding down in the country somewhere now with a good deal more of a chance to come through her trouble than if we had tried to force her back into that embittered home by starving the family into submission."

Workers whose experience has been gained in the maelstrom of the last two years have learned, as their predepression colleagues learned long ago, that forcing the milk of human kindness only turns it sour.

"Our staff," says the head of a small-city relief department, "has learned to keep out of family fights but to watch for ways to protect the people most likely to be hurt. Often we find quite simple recourses in laws other than those on relief.

"We had a great to-do here one day when a Mrs. Johnson walked in with four scared little tads, all under ten, planked them on a bench, announced that she was all through and walked out again. They were her "steps," and she had four of her own about the same ages, by a first husband. Apparently she had been a fairish stepmother until the husband suddenly deserted and all her shock and anger was turned against his four children. She wouldn't keep them and no reason or persuasion would budge her. It was not a question of support —relief was doing that,—she just wouldn't have them around.

"Not so long ago the worker on that case would have been all for cutting off relief to discipline Mrs. Johnson. But now her concern was all for the children. 'Think how miserable she would make them even if we could force her to take them back! No, we have to find another way.' It didn't look so easy for there were no relatives and no institution. But after all these were simply motherless children with a deserting father, —plainly, under the law, county charges.

"But the county allowance for boarding dependent children was a joke and we couldn't bear to see those poor scared kids go into the kind of home county-care would mean. Now what we did is off the record for I know there is no rule for it and that it isn't done in the best circles. We arranged with one of our relief families, a couple that we knew and trusted, to board all four children. We put in a regular two-adult, four-children budget and the county put in the pittance that it could and everybody is getting along fine. The visitor sees the children every two weeks or so, and meantime we are scratching around to find the father. When we do we'll see what a little case work can do for his sense of responsibility."

Husbands who walk out on their responsibilities are not unique in any strata of society and the exercise of their privilege occurs no oftener among families on relief than on other economic levels. Their big trouble is that their relief status denies them any privacy in their escape.

"A husband on relief who merely deserts is not our problem," said the head of a city district whose long experience has made her richly tolerant of human foibles. "The family remains on relief with one adult less in the budget. The man has chosen to leave and economically there is nothing to be gained, for the family or for us, by trying to bring him back. It's when he turns up again that the headache begins.

"I remember a John Tilton who walked out on his family to the great relief of everyone, especially, no doubt, himself. Two months later a worker, lately transferred from the Tilton's district, came in goggle-eyed because she had come on the errant John living contentedly and quite without benefit of budget, in the home of a spritely widow with three children —on relief of course. 'They say they're cousins,' she reported, 'but I didn't think I'd better go into *that*. He swears he won't go back to his family. What can we do? He's just ready, as it is, to hit the road.'

"OF course we didn't have to do anything except to add one adult to the widow-lady's budget. Had the man been working he would have been obliged, under the law, to contribute to his family's support, but as he wasn't it was immaterial to us where he chose to eat his relief portion. Certainly it is better for everyone that he shouldn't 'go transient,' and at least we know where to find him when he gets a job and can support his family.

"A bigger problem to us is the man on a work-relief job who deserts, leaving his family to apply for home-relief. Of course he hasn't a chance to get away with it, for our records locate him immediately. We don't try to force him to live with his family, but so long as he is on work-relief he has to support it. His pay is calculated on the family budget and his family must get that pay less the amount represented by one adult. If he wants to he can live apart on his share, but that is practically impossible with budgets as tight as they are. If he refuses to support his family, either with or apart from it, his work-relief job ends, the family goes on home-relief and he becomes, so far as we are concerned, a resident homeless man, entitled to such treatment as the city offers—which I may add is nothing to leave home for. They usually go back—they grumble, but they go."

The long strain of unemployment and relief has, say the workers, put family relationships to tests that they would never have known but for the economic catastrophe. Ninety-nine times out of a hundred the tie holds fast and families pull together loyally. It is the hundredth case where the tie has been overstrained, that is, they say, the test of the worker's patience, of her ability to see the human components of a whole situation and of her discrimination in knowing when to keep hands off. "We've had plenty of opportunity to learn that outside force can never make a bad family relationship into a good one, and that given the conditions under which we must work, we had better keep out of situations which we cannot fully understand and about which, in any case, there is probably very little we could do."

ARTICLES in this series, intimate discussions of the day-to-day contacts of workers and their supervisors with the predicaments of families on relief, have appeared continuously in The Survey since March 1933. Sixteen of the articles are available in two pamphlets, Miss Bailey Says . . . , thirty cents each, postpaid from The Survey.

THE COMMON WELFARE

Fair Fields—for Children

WITH the Lindbergh kidnapping again outstanding news it is someway comforting to know that, behind all the headlines, plans are moving forward to put the house of sorrow in Hopewell, N. J., to the service of childhood.

It will be recalled that last spring Colonel and Mrs. Lindbergh announced that their estate would be made over to a legal body, the High Fields Corporation, to be used, in ways to be determined, for the welfare of children. Six trustees were named: Colonel and Mrs. Lindbergh, Colonel Henry Breckenridge and James M. Phelen, attorneys, Dr. Abraham Flexner of the Institute for Advanced Study at Princeton, and Owen R. Lovejoy of the Children's Aid Society, New York. This board, with Dr. Flexner as chairman, Mr. Phelen as secretary and Mr. Lovejoy as treasurer, has been engaged with the counsel of specialists in developing a plan of activities and operation for High Fields, as the house will be known which will hold significance for childhood everywhere.

In now seems likely that within a few months at most the grey-stone house in the Jersey hills will enter on a new and happier chapter of its history.

"But 'Twas a Famous Victory"

AS the nation-wide textile strike ended, President Roosevelt created by executive order the Textile Labor Relations Board, recommended by the Winant board of inquiry. He named Judge Walter P. Stacy of North Carolina to head the new agency, with James A. Mullenbach of Chicago and Admiral Henry A. Wiley, retired, as members. The board is to serve as the arbitrator of all disputes in the far-flung textile industry. It will be independent of NRA, and accountable to the National Labor Relations Board, through which it will make quarterly and annual reports to the President.

Leaders of the United Textile Workers (AFL union) hailed the settlement as an overwhelming labor victory, which an analysis of the steps taken scarcely bears out. They ordered the strikers back to their jobs without waiting for acceptance by the employers. The employers have since accepted the strike settlement with some qualifications.

The chief demands of the striking workers were: recognition of the union, with reinstatement of all employes without discrimination because of union membership or strike activity; a 30-hour week; a minimum-wage range from $13 a week for the unskilled to $30 for the skilled; correction of "stretch-out" abuses.

Textile employers flatly refused to discuss the strike issues with the Winant board which, without committing itself on the justice of the workers' demands, recommended that thorough-going studies he made of textile wages and hours and of the "stretch-out." Under the old Cotton Textile National Industrial Labor Relations Board, part of the NRA set-up, labor complaints had been passed on to the code authority, the Cotton Textile Institute, an employers' body. The result was that of nearly a thousand "stretch-out" complaints submitted by workers, 100 percent were dismissed. Such complaints will now go to the new and independent board. In the matter of union recognition, the Winant report seems to have left things much as they were. It held that "Industry-wide collective bargaining is not now feasible or likely to be as effective as machinery now provided," and suggested that collective bargaining be confined to individual plants.

At this writing, the press reports growing discontent among the textile workers, particularly in the South, where those who attempt to return to their jobs, as bidden by the President and by their own leaders, find that strikers are not being taken back and that "no union members wanted" is still the rule.

Overhauling NRA

THE first two steps in the promised reorganization of NRA are announced as this issue goes to press. A board of six members will, on October 15, take the place of General Hugh S. Johnson as the administrative head of NRA. This body, to be known as the National Industrial Recovery Board, will be subordinate to and integrated with an Industrial Policy Committee. A third agency, the make-up of which has not been announced, is proposed by the President to serve as the judicial branch of this "government within a government."

The NIRB will carry out the day-to-day work of an administrative office. It is made up of two conservative industrialists, S. Clay Williams, former president of the Reynolds Tobacco Company, and Arthur D. Whiteside, president of Dun and Bradstreet, Inc.; two economists, Walton H. Hamilton of Yale, Leon C. Marshall of Johns Hopkins; and an outstanding labor leader, Sidney Hillman, president of the Amalgamated Clothing Workers. Leon Henderson, economic adviser, and Blackwell Smith, legal adviser, serve *ex officio*.

The policy committee, according to the executive order creating it, will concern itself with the fields of relief and public works, as well as labor disputes, industrial recovery, "together with the allied problems of agricultural recovery." It will "study and coordinate the handling of joint problems affecting these activities," and determine, with the President's approval, "the general policies of the administration of the NIRA." Donald Richberg is its director. Mr. Richberg, counsel for the railway-union executives before he was general counsel of the NRA, now becomes in effect chief of staff for the President in integrating the major factors entering into the New Deal.

Subterfuge for Reality

THAT New York, richest city in the world, should set out to raise funds for unemployment relief by a lottery, camouflaged as a Municipal Supplemental Relief Association, is fantastic. New York's finances are, frankly, a mess and repeated efforts to find funds to meet the city's share of the mounting costs of relief, have been blocked in one way or another. Mayor LaGuardia has said that relief must cease to be considered an emergency, met by continuous borrowing, and must become a budgeted item, figured into current tax bills. But, he adds ruefully, "No tax can possibly be popular." A three-point program was voted by the Municipal Assembly after threat by the administration that without new revenues, relief must stop forthwith—an exchange which cast fresh clouds of doubt and fear over the legions of desperate people whose very existence is dependent on it.

The three-point program was one of those politico-financial compromises of "mongrel taxation" which please no one, au-

thorizing as it did a city income tax of 15 percent of amounts paid as federal income taxes, a general business tax of one tenth of 1 percent on gross receipts and a municipal lottery scheme. This last, its proponents hoped, would produce some $12 million after a sum almost as large had been paid as "salaries" to the "officers," their names pulled from a wheel, of the Municipal Supplemental Relief Association. To yield that amount about eleven million "memberships" at $2.50 would need to be sold, a large order even for New York's gambling spirit.

Should New York adopt this subterfuge it would be turning back the clock 113 years to the constitutional convention which outlawed the lottery for the practical reason that it had shown itself "one of the most pernicious modes of raising revenue." It would, as pointed out to Mayor LaGuardia by New York settlement workers, sanction "a favorite institution of those countries which accept wide-spread and continuous poverty as a permanent condition." It would shirk the realities of relief and its financing and would further weaken the city's credit. As the New York Times says: "A debtor is not likely to improve his standing with his creditors by offering as collateral for a loan his promise to sell chances in a tavern."

Indicted in Los Angeles

AT the urgence of social workers in various parts of the country certain of their colleagues, identified with such organizations as the American Association of Social Workers, Community Chests and Councils, Inc., American Public Welfare Association and the National Conference of Social Work, have taken cognizance of the freak indictment by a federal grand jury in Los Angeles of seven men associated with the California Emergency Relief Administration. Seeing in the indictment the hazard of a new form of political sniping upon professional social workers charged with responsibility for relief administration, they have formed a committee to follow the case and to raise a fund to ensure an adequate defense of the two nationally known executives, Pierce Williams, FERA field representative covering California, and Raymond C. Branion, State Emergency Relief administrator, who with five members of the CWA staff were indicted.

The jury failed to find graft or malfeasance but charges a preposterous conspiracy—that they

> did knowingly, wilfully, unlawfully, corruptly and feloniously conspire, combine, confederate, arrange and agree . . . to defraud the United States of America . . . by putting men to work on CWA projects . . . without any adequate preparation of the projects . . . and at and upon which no tools had been prepared or placed . . . and no necessary materials were at hand . . . and that they would cause the said men to be and remain for many days . . . without tools, without materials and in idleness.

The document lists fifteen projects by which, for the lack of tools, the United States allegedly suffered "loss and detriment" to the total "of about the sum of $500,000," paid as wages "for services, work and labor that never were performed." The specific dates at which this "loss and detriment" were suffered were, it should be noted, coincident with the early days of CWA when high pressure to get projects going came up everywhere against local shortages of equipment.

Six of the defendants, residents of California, accepted summonses, appeared in the US District Court in Los Angeles. Trial was set for September 25, postponed later to November 13. Mr. Williams, being at the time of his indictment absent from the state on official FERA business, was not served a summons or other papers, but in September voluntarily appeared in court with counsel and filed a bond for his appearance when the case comes to trial. Allen Johnstone and Walter Wilbur, members of the South Carolina bar, and Robert W. Kelso of the Massachusetts bar, have withdrawn from the FERA staff in Washington in order to serve as volunteer counsel for Mr. Williams, who has been one of the outstanding regional supervisors in the federal-relief setup. Mr. Branion, a Californian, is represented by Los Angeles attorneys.

The national defense committee of social workers, which will have some thirty members, is still, as this is written, in process of organization with Robert P. Lane, director of the New York Welfare Council, as chairman, to whom contributions may be sent. Among its members will be C. M. Bookman of Cincinnati, Frank Bane of Chicago, Dorothy Kahn of Philadelphia, Howard R. Knight of Columbus and the Rev. Robert F. Keegan, Allen T. Burns, Linton Swift, Walter West and Paul Kellogg of New York.

Hazardous Occupation

"HELD in Kidnapping Case—Philadelphia Social Worker Accused of Violation of the Lindbergh Act" burgeoned the big black type, and a headline-minded public, none too steady-nerved in such matters, wondered, "What next!" A week later came another headline, inconspicuous this time, "Kidnap Charges Dropped." Behind all this lay a story of what can happen to a social worker who strays into the path of simple human kindness.

The facts were these. Evelyn T. Cavin, for seventeen years the executive of the Mothers' Assistance Fund of Philadelphia County, took with her for a two weeks' outing at her seaside cottage in New Jersey, a little girl of six years whose mother, formerly Miss Cavin's housekeeper, had besought her interest in the child when she herself was committed to a psychiatric hospital. The child, against the protest of a hitherto detached grandmother, resident in New York, was committed by the juvenile court to the care of the county poor-board, and it was with the consent of this board that Miss Cavin out of the goodness of her heart, took her to the seashore.

Then, descending on Miss Cavin's peaceful abode, came —the righteous grandmother, armed police dangling handcuffs, an Atlantic City magistrate bristling over "this insult to the State of New Jersey," and, finally, the burgeoning headlines. But for a technicality Miss Cavin would have spent a week-end in the Atlantic City jail. As it was she was obliged to appear in court and give bail for her appearance before a grand jury.

Of course the whole ridiculous business was quashed but at what cost of time and money to Miss Cavin the record does not show. Truly a hazardous occupation.

How Right the Balances?

FOR the country as a whole and all kinds of hospitals, a vast increase in hospital beds during the past decade has just about kept even with the use of them, according to facts laid before the late September meeting of the American Hospital Association in Philadelphia. Through these years, however, the balance of use has swung away from voluntary to public hospitals. Though public hospitals have added more than 100,000 beds since 1929—in contrast to less than 6000 added in the voluntary hospitals—this year finds them jammed, sometimes to 125 percent of a rated capacity. The voluntary hospitals are running nearly half empty, struggling

with a heavy loss in contributions and in income from patients which no economy can compensate. Help from governmental sources is available to them in less than a dozen states, and on that, as a matter of long-range policy, opinion is mixed.

The committee reporting this plight to the Association offers four main recommendations: more flexible arrangements for the care of indigents in non-governmental institutions on payment from public funds of a per diem charge to cover costs of service; much greater use of the insurance principle and plans for group payment, which have made rapid headway during the past year (see Survey Graphic, April 1934, page 163; Survey Midmonthly, May 1934, page 164); no increase in general hospital provisions at the present time except where local need is unmistakable; greater efforts to acquaint the public with the importance of the voluntary hospitals and their need for support by tax funds and gifts.

Group-payment plans, already proven so successful in England and in some American communities, promise substantial help to the voluntary hospitals and to people who have jobs and foresight. For the jobless the question is more complicated. The Steering Committee of the Division on Government and Social Work of the American Association of Social Workers have affirmed a belief that hospital care should be included in a rounded program of unemployment relief. With a statement by one member dissenting on some points, they oppose public payment for private facilities by lump-sum subsidies and query whether, in the interests of economy and efficiency, government might not better develop public services where public funds must be used to purchase the major part of the facilities of a given institution for an extended period.

The hospitals' dilemma throws into sharp relief the chaos in medical payments that existed in 1929 and has deepened in hard times. For most of us at all times the uneven, haphazard and unpredictable costs of sickness threaten disaster. Voluntary insurance against hospital bills can cover an important share of the risk for the hospital and for those who have jobs and prudence. It deserves the enthusiasm which it has aroused. Yet it must be borne in mind that it does not provide for the incomeless and leaves still untouched other large areas of risk for those who have jobs. As most of it is set up it does not protect payment for the hard-pressed professions and often does not include hospital bills for workers' families.

The hospital paradox underscores the hope that we must feel as social workers, potential patients, or members of the professions concerned with medical services: that the forthcoming report of the President's Committee on Economic Security will embody comprehensive planning for the great insecurity of medical costs which besets almost all of us.

New York Advertises Milk

DREAMS of health workers leapt into actuality a few weeks ago when the state of New York entered the advertising columns of daily newspapers to advocate milk-drinking as a matter of health. Economic urgency in a great milk-producing state has a common cause with the longstanding aims of nutritionists. The difficulties of coordinating the right and the left hand, however, are suggested in an almost synchronous headline in the news' columns, Retail Food Prices Highest in 3 Years. We have largely solved in this country the scientific and administrative problems of a safe and copious supply of our most important food. Remembering the figures turned up last spring by settlement surveys in New York City, showing the pitiful eagerness of parents for milk for their children, we must meet the challenge to ingenuity still before the state and its people—to cut the spread between farmers who need to sell and people who need to buy. Half a million dollars is going into this advertising campaign; yet neither the city, the state or the national government has put a tenth of that sum into studying distribution costs in New York and how they might be cut down.

"Say It With Shovels"

PROPONENTS of public housing find much encouragement in the recent decision of the United States District Court at Cleveland that acquisition of land for low-cost housing is acquisition for public use, and in the promise from Washington that before January 1, 1935 construction will start on two projects in Atlanta, three in Cleveland, and one each in Cincinnati, Indianapolis, Montgomery, Louisville and Milwaukee, to say nothing of New York City developments.

A year ago $25 million of the $125 million at the disposal of the Public Works Emergency Housing Corporation was earmarked for New York City—but this was a far cry from actually "making the dirt fly." A month ago, however, Mayor LaGuardia accepted Secretary Ickes' plan of a federal-city partnership, so that New York's desire to secure better housing at reasonable costs in the face of many existing obstacles now promises to be realized. In this partnership the PWA and the Municipal Housing Authority will exercise joint supervision and control of all matters in connection with the establishment of housing projects.

Essential points in the plan are: the federal government to acquire the land necessary for projects, leasing it to the Municipal Housing Authority; and to advance loans to the Authority for "project improvements" until the Authority is able and desirous of assuming full financial responsibility and control; the city to put into projects as equity various assets such as city-owned property and to maintain adequate schools, sewers and ordinary municipal services; the city to advance cash to cover minimum administrative costs of the Housing Authority and to make certain tax exemptions.

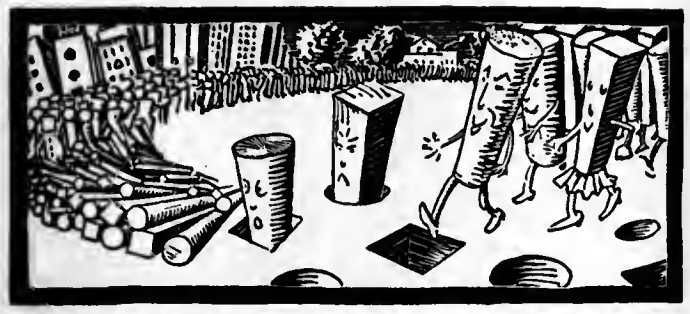
The successful culmination of the New York negotiations indicates the importance of a well-organized local housing authority and gives added emphasis to Secretary Ickes' recent statement to the Public Housing Conference:

> Eventually responsibility for promoting, crystallizing, constructing and managing housing projects should be so decentralized that municipalities will assume complete charge.

Goodbye, Eva Booth

EARLY last month New York gave a stentorian official welcome to Evangeline Booth, home-coming from London and her election as general of the Salvation Army. Next month it will bid her farewell as she goes back to London to the new responsibilities which will make her peculiarly a citizen of the world. For thirty years this daughter and veritable chip of the old block of William Booth, The Founder, has called this country home. Under her executive skill and indomitable leadership the Salvation Army in America has reached new caliber as a social and religious force. That leadership will now extend over the Army in eighty countries throughout the world with some 25,000 officers and uncounted "soldiers of blood and fire."

A host of citizens from every walk of American life will join in the "God bless you" which will surely be the last words General Booth will hear when she sails away from the country to which she has given much.



SOCIAL PRACTICE

Facts About Food Budgets

IF thirty-one American cities want to know the scientific, unvarnished truth about the adequacy of their relief allowances they will run—not walk—to the nearest twenty-five-cent piece and send it to the Heller Committee for Research in Social Economics, University of California, Berkeley, for its study, Standards of Relief in Selected Cities of the United States. Of the 31 food budgets analyzed 17 were found to be adequate, 8 inadequate and 6 borderline. The study also covers, though in less detail, budgets for clothing, rent, home operation and various other items.

Another recent Heller Committee publication (25 cents) is, Nutritive Value of Foods Purchased by Dependent Families, by Ruth Okey and Mary Gorringe Luck, a study of unrestricted grocery orders of 233 families on relief in Alameda County, California, with the conclusion that:

When an average American family (if such a thing exists) receives an unrestricted grocery order barely large enough to purchase an adequate carefully planned food allowance, the foods chosen cannot be expected to fulfill all the requirements of the normal diet.

Quick Training

AMONG the universities and colleges that have come to the aid of the relief organizations with intensive courses for emergency workers is the University of Utah which has published its syllabus, complete with outlines, abstracts, reading-lists and so on, in a stout mimeographed volume ($1.75 from the University Bookstore, Salt Lake City) which ought to be worth its price to relief administrators struggling with the organization of such courses. The syllabus was prepared by the Department of Sociology and Social Technology, Arthur W. Beeley, chairman. Associated with Mr. Beeley, who served as editor, were Hugo B. Anderson, Hazel M. Peterson and Kate Williams. It outlines in full an eighteen-day course with abstracts of 15 lectures on the general field of social work, 15 on social case work, 5 on the administration of relief in the state and 5 on community organization and resources. Five symposiums or panel discussions and thirty hours of supervised field work are included in the course.

Law and Reality

ALTHOUGH eleven states were added in 1933 to the roll of those with provision for old-age pensions the facts of the present situation in regard to old-age assistance bring small comfort to those realists who hold that a pension law is not much good unless it is made to work. Florence E. Parker, of the US Bureau of Labor Statistics, reporting in a recent issue of the Monthly Labor Review a recent study of old-age pension experience, notes two evident but opposite tendencies; one toward expansion of old-age pension systems by state legislatures and the other toward contraction of the actual operation of such systems.

In only one of the new pension states, Arizona, did payments actually begin during 1933 and at the end of that year pensions were being paid only in sixteen states and Alaska—though twenty-seven states and two territories had pension laws on their statute books. In Kentucky, which has had a law since 1926, not a county was paying allowances during 1933. As a matter of fact about 73 percent of the 115,547 pensioners the country over, and some 87 percent of the $25,950,240 expenditure for allowances were found in three states, California, Massachusetts and New York where mandatory laws are in effect. With county finances generally at a low ebb, permissive laws seem to be little more than gestures.

But while the pension principle continues to gain acceptance by states the actual number of beneficiaries in most pension-paying states is being held stationary or even restricted and the average monthly pension is shrinking. In six states it was in 1933 less than $10. Shortage of funds has, says Miss Parker, led in many jurisdictions to:

sharply curtailed benefits and refusal to take on new pensioners, even the discontinuance of the system altogether until times improve. . . . In certain other jurisdictions where the pension system has only a definite yearly amount for its support the result has been to crystallize the plan and to build up a waiting-list as large as or larger than the number of actual beneficiaries.

Play for Recovery

OVER a hundred white-collar men and women had employment and some ten thousand children and many adults had a good time during the past summer as a result of the organization of the Springfield, Mass., playground project financed jointly by the city and the FERA, the latter paying salaries and the former providing a minimum of equipment.

Twenty-seven new playgrounds located on city-owned or city-leased property were opened and staffed with workers selected from relief applicants for their special ability, experience and need who were given a week's training at Springfield College in playground technique and management. Each of five districts in the city had a supervisor and each playground a director. Specialists visited the dif-

Studies from the South

CHARLOTTESVILLE: A STUDY OF NEGRO LIFE AND PERSONALITY, *by Helen Camp deCorse. Published by the University of Virginia. 102 pp.*

A THOROUGHLY readable and interesting account of the human beings the author found when she penetrated into the disorganized and low economic strata of Negro society.

BRIEF HISTORY OF THE CARE OF THE UNDER-PRIVILEGED CHILD IN NORTH CAROLINA. *Published by the North Carolina State Board of Charities and Public Welfare, Raleigh, N. C. 76 pp.*

PREPARED largely for public consumption in the effort to gain public understanding of a program of individualized care for children. Brings together valuable historical data.

THE PUBLIC WELFARE FUNCTION OF GOVERNMENT IN VIRGINIA, *by Arthur W. James. Issued by the Virginia State Department of Public Welfare, Richmond, as a twentieth anniversary bulletin. 88 pp.*

A HISTORY of three centuries of "earnest wrestling" with social ills, an outline of the system that has evolved and a statement of aims and policies.

NEGRO LIFE IN RURAL VIRGINIA, 1865–1934, *by William Edward Garnett and John Malcus Ellison. Published by the Agricultural Experiment Station of the Virginia Polytechnic Institute, Blackbury. 59 pp.*

A FACTUAL study of trends in population, and social and economic standards coming out with the conclusion that "the Negro can no longer be used as an alibi for many backward and discreditable conditions in the state which are so frequently laid at his door."

ferent playgrounds in rotation, but much of the time the children carried on under self-appointed leaders.

The keynote of the project was teamplay. For instance, while the children themselves contrived much of the equipment from odds and ends of material, neighborhood groups helped to level the land, install water facilities, build outdoor fireplaces and so on. The significance of the project, its sponsors emphasize, is in its recognition that new fields of employment must be developed if emergency-relief work is to be of any real value and that the field of leisure-time activities offers one of the most promising openings.

The Taxpayer Is Shown

THE "Come and See" means of interpreting social work to the public, common among private agencies, has been used to good purpose by the Department of Public Welfare of Jamestown, N. Y., even though the wares it put on display were the undramatic ones of office organization and methods. The Board held three open-house evenings in its headquarters in an old state armory building, the first for members of the city administration, the second for professional and business organizations and for other social agencies and the third for the general public. "Relief is the city's biggest business," said the invitation, "Come and see how it is conducted."

Each caller was given a mimeographed guide to the building with succinct facts about each activity while members of the staff escorted little groups around, explaining and answering questions. Let no one suppose that this was dull. On the contrary, says Eleanor J. Corcilius, case supervisor:

> Everyone who came found something or other to interest him. Business men beamed at our charts and statistical reports; insurance men lingered in the insurance-adjustment division; everyone to the humblest taxpayer, was interested in such tangible things as our shoe-repair shop. We have abundant evidence that as a result of our three parties the community has a clear impression of a straightforward, open public-welfare organization serving both taxpayers and dependents. As a by-product we have noted among the staff a better understanding of the functioning of the various divisions of the department and hence better team-work.

Probation in New Jersey

FAR from satisfying is the picture of the probation situation in New Jersey presented by the recently completed study conducted by Professors William S. Carpenter and Paul T. Stafford of Princeton University in cooperation with the probation officials of the twenty-one counties of the state. As it stands, with probation officers appointed by judges of the courts of common pleas, each county has what amounts to a system of its own with little or no correlation between them. The present report strongly urges a unified, state-supervised system, its direction either in or out of the Department of Institutions and Agencies, and the participation of judges of the juvenile and domestic relations court in the appointment of probation officers,—both changes admittedly difficult to achieve under the present political set-up. Among other recommendations are; a wider use of probation in rural counties, a full-time probation officer in each county, more extensive pre-sentence and home investigations, better methods of record-keeping and more cooperation with other social agencies.

THE National League of Women Voters, 726 Jackson Place, Washington, D. C., has prepared a revision, by Edith Rockwood, of its comprehensive memorandum on federal, state and local relief which brings up to date both history and problems to be faced. 15 cents.

VOLUNTEERS and laymen, not to mention professional social workers, will find a mine of material invaluable in the interpretation of the work of character-building agencies, in a series of three pamphlets prepared under the wing of the United Educational Program of the National Council of Social Work and distributed by Community Chests and Councils, Inc., 420 Lexington avenue, New York. Twenty-five cents for the three.

HEALTH

First Year of FERA No. 7

THAT the first year's work under FERA No. 7 made a good start toward establishment of a permanent medical-aid program is the conclusion of a study recently published by the American Public Welfare Association, 850 E. 58 St., Chicago. (Medical Care for the Unemployed and their Families. Data compiled by Miriam Simons Leuck.) Despite the spotty and sometimes meager use made by local communities under the federal provisions, disclosed by a survey made by the Association in cooperation with the Julius Rosenwald Fund (see Survey Midmonthly, August 1934, p. 262: Medical Care on Relief Funds) the Association finds wide and effective education of communities in their responsibility to care for the sick poor and to pay the medical, dental and nursing professions for that care. Any permanent program, the Association believes, must make allowances in procedure for the widely varying resources and demands in various sections of the country. More adequate statistics are needed. Lack of money, facilities and trained personnel and difficulties in adjusting relationships with the medical professions and local public-health services have been drawbacks of the first year. Among its lessons are the discovery that to be successful the medical-aid program must have effective local supervision and control of costs, that hospitalization must be provided for in the future and greater provision made for care of chronic illnesses and for special services.

Minneapolis Cares for Convalescents

TO make room for more urgent cases at the Minneapolis General Hospital, a separate building formerly used for chronic bed cases was pressed into service for convalescents not yet ready to return to their own homes. During the past year, however, pressure became so great that still other facilities had to be found. Boarding-homes with rates as low as $15 a month have been drawn into service. These homes must be licensed by the Board of Health. If patients or relatives are unable to pay, the Department of Public Relief and private relief agencies pay at the rate of $15, $18 or $20, according to nursing care or special diets. Three or four patients are placed in a room in the boarding-homes. Check on sanitary and social conditions is maintained by the Board of Health inspection and supervisory visits from the relief agencies and the social-service department of the Minneapolis General Hospital. Boarding-homes for children who cannot receive proper care at home are selected through the cooperation of the children's societies.

Follow-up medical service is provided for patients both in their own homes and in the boarding-homes by city physicians, who are doctors in training at the General Hospital. They may be called by the head of the rest home, the patient or his family, visiting nurse or social worker. Medicines, dressings and appliances are sent out from the hospital, and transportation to and from the clinic is provided when necessary. Special diets are worked out by the hospital dietitian and financed by the relief agencies. Through a CWA project, continued as a permanent service by the Visiting Nurses Association, nutrition workers are sent to help patients in working out their diets.

"The rapidity with which we have been able to discharge patients to rest homes or their own homes is due to the ever-increasing co-operation and understanding of the outside agencies," writes Mary S. Gold, case supervisor of the social-service department of the General Hospital. "Much of this work has been done by telephone and verified by later correspondence. A most helpful feature was the delegating of one worker in the Department of Public Relief to take charge of rest-home cases."

Death's Inequalities

"TO whet the appetite of those to whom such figures may have value" and lead to their inclusion in the next federal census the National Tuberculosis Association has published a compilation, Death Rates by Occupation, analyzing census data for 1930 in ten states (edited by Jessamine Whitney. Price $1 of the Association, 50 W. 50 St., New York City.) Startling differences emerge. Standardized for age, deathrates from all causes among employed men aged 15–64 vary from lows of 6.21 for agricultural workers and 7 for professional men to 17.26 for unskilled factory and building-construction laborers. The deathrate from tuberculosis of the respiratory system for cooks, waiters and other servant classes is nearly seven times that for lawyers, physicians and engineers. An intelligent program for industrial hygiene, the report points out, as well as the general program among the gainfully employed, their families and the public must hang on such facts as these, showing who face the greatest danger and what danger is greatest.

Pertinent Publications

A STUDY OF SCHOOL HEALTH STANDARDS, *by Anette M. Phelan. American Public Health Association, 50 W. 50 St., New York City. 247 pp. Cloth, price $2.50.*

A DETAILED review of literature on school health, acceptance of school-health standards, and an examination of standards for lay and professional workers, hygiene of the school plant.

THE SOCIAL ADJUSTMENT OF THE TUBERCULOUS, *by Beulah Weldon Burhoe. National Tuberculosis Association, 50 W. 50 St., New York City. 55 pp. Price 50 cents.*

MRS. BURHOE, rehabilitation secretary of the NTA, here presents the results of careful study and investigation in chapters on early projects and present facilities outside sanatoria for aid to "san grads," employment, occupational therapy and adult education in sanatoria, and the educational and vocational status of sanatorium patients. "The actual cruel fact is that nowhere, not even on paper, has there been developed an adequate scheme for the rehabilitation of the tuberculous" though here are described the beginnings of hopeful experiments.

JIMMY CHEW, *by Harrison W. Ferguson, D.D.S. Good Teeth Council for Children, 400 N. Michigan Boulevard, Chicago, Ill. On request.*

BASED on the puppet show at the official dentistry exhibit at the Century of Progress exposition, this booklet, approved by educators for the elementary grades, combines lively text with line drawings to be colored.

THE WELFARE OF THE TEACHER, *by James Frederick Rogers, M.D. Bulletin 1934, No. 4, Office of Education, US Department of the Interior. 69 pp. Price 10 cents, Superintendent of Documents, Washington, D. C.*

HEALTH services, practices and policies provided for teachers in American cities, large and small.

INSTRUCTIONS IN THE EFFECTS OF ALCOHOL AND TOBACCO, *by James Frederick Rogers, M.D. Leaflet No. 38, Office of Education, US Department of the Interior. 8 pp. Price 5 cents of the Superintendent of Documents, Washington, D. C.*

LEGAL requirements and policies in various states, with a list of sources and references.

GROUP BUDGETING FOR HOSPITAL CARE, *by C. Rufus Rorem. American Hospital Association, 18 E. Division St., Chicago, Ill. 29 pp.*

How to organize a plan for group hospitalization.

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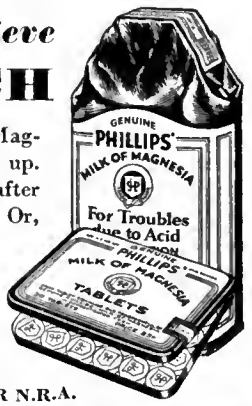


PHILLIPS' MILK of MAGNESIA MEMBER N.R.A.

A PROGRAM of nursing education, with sequences for teachers, supervisors and administrators in nursing-schools as the first step, is being planned at the University of Chicago. Nellie X. Hawkinson has been appointed professor of nursing-education.

THE Association of Women in Public Health is offering a service to assist schools, colleges, public libraries, boards of health, nursing associations and others interested in health education. Authoritative health information, cast in question and answer form, is offered as the first instalment of a continuing annual service, with semi-annual revisions. The cost is $5 a year. For further information address The Health Knowmeter Committee, Department of Public Health, 100 Nashua St., Boston, Mass.

FOLLOWING prolonged studies, the New York City Department of Health has shortened the isolation period of uncomplicated cases of scarlet fever from 30 to 21 days. Among other benefits the change is expected to mean a saving of from $150,000 to $300,000 a year to the city in the cost of caring for scarlet-fever patients in city hospitals.

THE National Health Council (50 W. 50 St., New York City) and the American Medical Association are sponsoring jointly an intensive campaign for the prevention of congenital syphilis. While the National Health Council will address itself more particularly to the education of the general public and promotion of cooperative relationships between medical and public-health agencies, it is expected that all organizations interested in child health and welfare will give active support.

EDUCATION

Emergency Education

BASED on last winter's experience, a broadened Emergency Education program is being put into operation this fall, financed with FERA funds and directed by public-school authorities (see Survey Graphic, September, page 415.) Five types of projects are included: literacy classes for adults unable to read and write English; vocational training "for unemployed adults who are in need of vocational training or adjustment to make them employable," in trade or industrial skills, home economics, agriculture, commercial subjects; vocational rehabilitation for the physically handicapped; general adult education; nursery schools. General adult education covers opportunities in workers' education, parent education, hobbies and handcrafts, academic education, cultural education, "general informal education." FERA believes that Emergency Education will provide employment for 40,000 persons as teachers, selected on the basis of need, by the relief administration. From those certified as eligible, school authorities will choose teachers on the basis of their fitness to carry on the various projects. During the past summer thirteen centers gave special training to supervisors for the five divisions of the Emergency Education program. As the work is highly specialized, Harry L. Hopkins, FERA Administrator, ruled that supervisors need not be eligible for relief. The methods of supervision are flexible. Some states have been divided into regions, with a regional supervisor responsible for the entire program in that area. In other states, supervisors have been chosen for their excellence in designated fields, and have state-wide charge of the division of the program to which they are assigned. The program is expected to reach two million people whose educational needs are not otherwise covered by state public-school systems.

Schools for Apprentices

THE recent appointment by the secretary of labor of a federal committee on apprentice training under NRA codes, and the responsibility placed upon the public schools for cooperating with industry in providing this type of training where needed lends interest to reports on apprenticeship training policies followed in other countries.

In Germany trade schools, chiefly sponsored by guilds, are the principal source of training for artisans. However, certain large industries—iron, machine, chemical, optical goods, textiles, instruments—maintain plant-owned schools approved by the government. Employers are required to allow their workers time for instruction supplementary to their occupations in trade and continuation schools. Under the law, German employers are permitted to engage only the number of apprentices the authorities feel they can adequately train.

In France where, up to the time of the War, workers received occupational training through apprenticeship programs carried on by employers, public schools are now being used for this purpose. A special apprenticeship tax upon employers defrays in large part the cost of the training.

Detailed reports on apprenticeship in England, France and Germany are contained in vocational education bulletin No. 176, just issued by the US Office of Education (Superintendent of Documents, Washington. Price, 5 cents.)

Movies and Morals

HOW movies affect the moral standards of school children was shown in an experiment described to the New York meeting of the American Psychological Association by Dr. Vernon Jones. Three public-school classes of seventh grade children took part in the experiment. Half the 140 children were taken to see four films: The Champ, Fast Companions, Abraham Lincoln, Tom Brown of Culver. A questionnaire test, designed to reveal the attitudes of the children, was given the two groups both before and after seeing the films and again six months later. Changes in the direction of lower standards appeared more frequently than those in the direction of higher standards. "For example," Dr. Jones stated, "In Tom Brown of Culver the hero did many praiseworthy things, but he was notably lacking in courtesy and agreeableness. On the test following the picture, we find the importance of courtesy and agreeableness to have decreased." In three out of five items, the change of attitude caused by the film was completely lost within six months. The changes that were most frequently maintained were those in the direction of laxer standards.

Wisconsin Plays

MORE than 300 Wisconsin communities were served by the State University's bureau of dramatic activities, according to a report for the past year by Ethel T. Rockwell, director. About 23,500 plays and books were sent to residents of the state. The bureau staged six plays and pageants; thirty-one plays were produced by the Wisconsin Drama Guild, sponsored by the bureau; four dramatic institutes were held; nine short-course classes and

New Pamphlets

GETTING ACQUAINTED WITH YOUR CHILDREN, *by James W. Howard, M.D. Leisure League of America, Inc., 30 Rockefeller Plaza, New York. Price, 25 cents.*

A VERY simple discussion of child-training, based on common-sense principles and illustrated with many "case stories."

DENTISTRY AS A PROFESSION. *Institute of Women's Professional Relations. Woman's College of the University of North Carolina, Greensboro, N. C. Price, 15 cents.*

A BRIEF summary of a much longer study published last winter, which gives information on training, specialties, earnings, and so on. Admirable vocational guidance material.

RADIO AS A CULTURAL AGENCY, *edited by Tracy F. Tyler. National Committee on Education by Radio, Washington.*

THE proceedings of the conference held in May include a wide range of information in the field.

SUMMARY OF THE NATIONAL SURVEY OF EDUCATION, *by Leonard V. Koos and staff. Bulletin No. 17, Superintendent of Documents, Washington. Price, 25 cents.*

HERE are the high lights of the highschool survey, the detailed findings of which have been published in 27 monographs.

PHOTOPLAY APPRECIATION IN AMERICAN HIGHSCHOOLS, *by William Lewin. National Council of Teachers of English. Price, $1.*

THE possibility of "determining what are the good photoplays and shaping the trend of public taste in photoplays" is discussed on the basis of a classroom experiment carried out by highschool English teachers in a number of widely scattered cities and towns.

one full-semester class were held. A major activity during the year was the supervision by the bureau of a CWA recreation project. Adult leadership training was carried on in all parts of the state by fifteen supervisors in drama, music, social games and group dancing. The "little theaters" in Wisconsin now number more than sixty. Miss Rockwell feels that they are of particular value in a time of reduced income, since they provide not only opportunity for training and practice in writing and producing plays but also "wholesome, inexpensive recreation and entertainment."

USING as its central theme "the role of government in our economic life," the second Summer Institute for Social Progress at Wellesley College was focused on the clash between old ideas of government control and new economic institutions, and on "an American plan of control." For two weeks the hundred and fifty institute members making up this lively experiment in intensive adult education sought to thresh out together these urgent current problems. The plan of the institute followed last year's scheme—a morning lecture followed by small discussion groups, and afternoon round-tables on related subjects.

IN a competition announced last spring for educational material to be used in the schools, emphasizing the idea of international peace, the prize offered by the Women's International League for Peace and Freedom (Pennsylvania Branch) was awarded to Lydia Winkler, critic teacher in Ohio State College. Using Miss Winkler's material, the league has prepared a collection of material for use in teaching international goodwill in the upper elementary grades (1924 Chestnut Street, Philadelphia. Price 80 cents.)

MORE than half the public-school construction in the United States is being financed through PWA, Administrator Harold L. Ickes recently announced. Through the middle of August, PWA had allotted nearly $134 million for 1071 educational buildings in all parts of the country.

THE Windsor Quarterly, a national literary magazine, will this year be published by Commonwealth College, Mena, Ark. The two editors, Frederick B. Maxham and Irene Merrill, have been added to the staff of this cooperative labor college.

THE fourth annual assembly of the National Advisory Council on Radio in Education will be held in Chicago this month. Private versus government control of radio will be one of the main topics of discussion.

WITH microphones installed in classrooms and assembly halls, New York City public-school children will go "on the air" this month in the first of a series of school broadcasts. The series, the superintendent of schools states, has a three-fold purpose: to familiarize the general public with school activities, to improve standards of radio presentation, and to discover new talent along musical, dramatic and literary lines. Actual classroom happenings will be reproduced in dramatized form. In addition to musical and oratorical demonstrations, there will be descriptions of laboratory experiments and adventures in nature study.

STUDY of trade practices in the motion-picture industry which exhibitors blame for the undesirable films often shown in neighborhood movie houses is promised by the Motion Picture Research Council (366 Madison Avenue, New York.) The council announces the organization of a research committee headed by Wesley C. Mitchell of Columbia "to secure authoritative statements on these trade practices" including the much-criticised "block-booking." The study will be made by Arthur Butler Graham, under the direction of the committee.

INDUSTRY

Milestones for Labor

TWO decisions by the vigorous National Labor Relations Board loom as important precedents for organized labor in this country, and are repeatedly cited by labor leaders. In the Houde case, as the news' writers now term it, the board ruled that when a majority of the employes of any plant vote for one form of organization to represent them, that organization shall be recognized as the collective-bargaining medium for all employes in the plant. The National Association of Manufacturers has advised employers to disregard this interpretation of Section 7a in the case of the Houde Engineering Corporation of Niagara Falls, N. Y. until it is passed upon "by competent judicial authority."

In the case of the Tamaqua Underwear Company, the board's ruling made it clear that the employes must be genuinely free in their organization. The company had attempted to enter into a "closed-shop" agreement with the company union, and when 61 employes refused to join the company union, they were locked out. The board ordered the reinstatement of these workers because the union in question was guided by employes in a supervisory or executive capacity; because the employer fostered the growth of the union by advising his workers to affiliate with it; because the plant was offered the workers for company-union meetings and the office equipment for certain "typing" and so on.

A third important precedent is that established in the case of the Edward F. Caldwell Company of New York and a local of the Lighting Equipment Workers. This decision provides that strike breakers must be discharged to reinstate striking employes where the strike was called because of the refusal of the company to bargain collectively with its workers.

A Call to Conference

A NATIONAL Congress for Unemployment and Social Insurance to be held in Washington January 5, 6 and 7, as the 74th Congress convenes is the plan of a provisional organizing committee, of which Mary van Kleeck, director of industrial studies of the Russell Sage Foundation, is the head. As this issue goes to press, a meeting of the provisional committee is being held in Chicago to draft the call to the meeting and give final consideration to "proposals for developing the campaign to organize the congress." The call will be signed by Miss van Kleeck, Herbert Benjamin of the National Unemployment Council, and T. Arnold Hill of the National Urban League. The congress will urge a social-insurance system "designed to ensure the masses against any lowering of their living standards." The four points emphasized in a preliminary draft of the call are:

Compensation must be equal to the average wages which workers could earn if permitted to work in their normal occupation and localities.

Such compensation can and must be provided by and only at the expense of the government and the employers. No contribution in any form should be levied upon workers and other low-income groups.

All workers, regardless of occupation, race, sex, nationality, re-

ligious or political belief must be assured such compensation for all time lost because of unemployment, old-age, industrial accident or sickness, and maternity.

Representatives directly elected by the workers should administer the social-insurance system so that it would be operated in accordance with their conditions, interests and needs.

The organizing committee hopes to bring together at the Washington meeting "all who favor the establishment of a federal system of unemployment and social insurance, for joint and full consideration of all plans and proposals."

Southern Labor Laws

WITH all eyes fixed on the South as the center of labor unrest, the National Consumers' League publishes a timely analysis of the labor laws of 12 southern states, arranged in chart form for ready reference (156 Fifth Avenue, New York. Price, 15 cents. Rates for quantity orders.) The study, largely the work of students in the department of economics of Sweet Briar College, Va., was made under the direction of Prof. Gladys Boone. In an introduction, Professor Boone points out:

It is practically futile to put labor laws on statute books unless an adequately staffed and financed department of labor is prepared to enforce them. There is great variation in the set-up and appropriations of labor departments in the South. . . . Virginia, for instance, with 223,000 employes in manufacturing and mechanical industries, has a Department of Labor and Industry which in 1933 had an appropriation of approximately $42,700. . . . Alabama, with 186,000 industrial employes has no department of labor. . . . In Florida there is only one inspector for child labor and no department of labor. . . .

There are charts, each very clear and complete, for state departments of labor, child-labor laws, limitation of hours and night work for women, workmen's compensation, provisions for health, sanitation and safety.

Farm Labor Organizes

UNION organization and the use of the strike as a weapon are spreading from industrial to agricultural areas. In Hardin County, Ohio, all the members of the first union of agricultural workers to be affiliated with the American Federation of Labor have been on strike since June. The workers involved are employes of the Onion Growers' Association which farms the Scioto Marsh, seventy square miles of rich truck land. Though the depression has hardly affected the price of onions ($1.45 per hundred pounds in 1933 as compared with $1.50 in 1929) wages have been cut from 25 cents an hour to 12 cents or less. All the members of the families work, young children keeping at it in the fields with adults for the ten- to twelve-hour day. The families are housed in unheated shacks, most of which leak and many of which have no windows. By way of rent, each worker must in addition to his work in the field, cultivate a "share crop" patch of onions around his shack. His crop is marketed by his employer and from his share of the profits various charges are deducted including a fee for preparing the land and another for warehousing the crop in the employer's warehouses. There have been frequent clashes between the strikers and armed deputy sheriffs. Late in August the strike leader was kidnapped, badly beaten and threatened with lynching. More than 100 families were evicted last month.

A one-act play, We Ain't A-Goin' Back, by Hazel Cunard (Barnesville, Ohio. Price 10 cents) is based on incidents of the strike and dramatizes the situation of the workers and the issues.

Sweatshops in Chinatown

STORIES of sweatshop exploitation, paralleling those on New York's lower East Side three decades ago, are brought from San Francisco's Chinatown by indignant organizers for the International Ladies Garment Workers Union. At least 2500 machines, they report, are producing cheap cotton garments for department store bargain basements. Men, women and children toil night and day, under incredibly bad conditions, for wages that are below even Oriental subsistence standards. The industry operates under a complicated contract and sub-contract system that always produces exploitation. The organizers found many of the shops housed in filthy subcellars. Workers eat their meals on the premises, and some employes sleep on the tables. Organization of this labor group is almost impossible though both ILGWU and Communist spokesmen are on the ground. So far, the hands of NRA authorities in San Francisco have been tied, though the situation is well known. Before the regional labor board can act, there must be a specific complaint by an employe in regard to hours and wages. This in itself is almost impossible to obtain from a secretive and timid Chinese worker. Before any penalty can be imposed, NRA procedure requires that the complaint be checked, a warning given the employer and, after a waiting period, another investigation made to see whether the conditions complained of have been corrected. Meanwhile, the workers refuse to cooperate with labor leaders in bringing a complaint, and employers insist that they are maintaining code standards. As the Secretary of Labor has pointed out, one of the defenses against labor exploitation is "informed public opinion" ranged in support of decent labor standards (see Survey Graphic, February 1933, page 78.) In San Francisco, as in similar situations, public opinion could make itself felt through a consumers' boycott of goods produced by sweated labor and of the stores selling them.

THE latest of the valuable short bibliographies prepared by the Russell Sage Foundation Library is Child Labor: Selected List of References, 1930 to date. It includes books, pamphlets, public documents and magazine articles (130 East 22 Street, New York. Price, 10 cents.)

CALIFORNIA has reaffirmed a minimum hourly rate of 33⅓ cents for laundry and dry-cleaning workers. Ohio has passed a mandatory order making 35 cents an hour the minimum for workers in dry-cleaning plants. Inspectors recently visited 1167 laundries in Greater New York and found only 150 of them violating the mandatory minimum-wage order issued August 1.

THE latest of the useful studies made by the Industrial Relations Section at Princeton University canvasses the question of the effect of shortened work hours on recovery. The study "presents the main trends in the history of hours legislation in this country, the principal features of the recovery legislation and the industrial codes subordinate to it, the significant problems and experience which have developed, and the opinions of leading proponents or critics of the various principles involved.

THE Employment Service News, published by the US Employment Service, US Department of Labor, appears, Volume 1, Number 1, September 1, 1934. The new project begins modestly with a dozen mimeographed pages bound in blue covers. The plan is for "a clearing house for information about the activities of employment services affiliated with, or under the direction of the US Employment Service." This issue includes timely items on training programs, progress of merit-system examinations, use of radio in public-relations programs, the mental hygiene of unemployment, and so on.

AN international study of domestic employment, which is included under neither industrial nor white-collar work and lacks both organization and regulation, has been made by Dr. Erna Magnus for the International Labor Office "on the basis of the scanty information at present available." The inquiry covers the social, economic and legal conditions of domestic workers in Great Britain, Germany, Switzerland, Sweden and the United States. The first section is published in the current issue of the International Labour Review (World Peace Foundation, 40 Mount Vernon Street, Boston, Mass.)

UNEMPLOYMENT AND COMMUNITY ACTION

JOANNA C. COLCORD RUSSELL H. KURTZ

This department is an emergency information service to public officials and to members, executives and supervisors of citizens' committees. News of interesting developments will be gratefully received by the editors, Russell Sage Foundation, 130 East 22 Street, New York

Rural Rehabilitation

AFTER eight months of experimentation, the Rural Rehabilitation Division of the FERA is ready for its 1935 offensive on rural distress. At a series of regional conferences in September, state administrations were given the details of a revised and elaborated program.

The fundamental objective of the RRD is "to make it possible for worthy destitute farm families now eligible for relief to become self-supporting on a plane consistent with American standards and insofar as possible on their own farms." But the program proposes to reach beyond that group and render rehabilitative service to other rural dwellers who are not farmers. These are the relief families living in non-industrial towns of less than 5000 population, and "stranded populations." In June it was estimated that there were, all told, 1,200,000 "rural" families on relief, half living on farms and half in villages. This number has undoubtedly increased since as a result of the drought.

That part of the program which applies to farm families has been most thoroughly developed. The RRD recognizes that there are three classifications here: hitherto self-sustaining farmers now in distress; farm tenants and share-croppers; and displaced farmers who have not completely lost touch with the land. For these families it is proposed:

To make such seed stocks, farm animals, equipment, buildings or land available as may be required for subsistence purposes.

To provide the services of trained specialists in agriculture and home economics to aid in formulating plans for subsistence farming and home-making operations and in supervising the execution of such plans.

To provide supplementary employment in private industry or on public work-relief projects if and when necessary to complete the budgetary needs of these families.

In selected cases, to offer service in debt conciliation, procurement of credit, and relocation on better land.

It is conceded that subsistence relief must be continued in many cases until rehabilitation has progressed to a point where self-maintenance becomes a reality. Such relief, however, together with the capital goods and supplies provided for rehabilitation purposes will, in most cases, be charged against the family to be repaid later in cash, kind or work on public-works projects.

Village families on relief will be aided on the same terms, although wholesale transfer of urban families to farms is not contemplated. Rather, they are to be urged to stay where they are, since it is admitted that America already has enough farmers. Most of these village families, says the RRD, "can and should grow subsistence gardens, and they may participate in work-center activities or labor and commodity exchanges. In general, however, the objective for this group should be rehabilitation by means of employment in revived dormant industries or in new industries or on public-works projects."

It is recognized that complete rehabilitation cannot be accomplished overnight and that the methods employed must vary from state to state. State ERAs, it appears, are to be given some latitude as to the extent to which they use the various methods and devices in their programs.

Subsistence gardens. These are considered fundamental to any plan of rural assistance. The RRD holds that a home garden is a possibility for almost any family living either in the country or in rural towns, and urges state ERAs to "refuse to extend relief to any family failing to plant and properly care for an adequate garden when the facilities therefor are available."

Organized rural communities or *community farmsteads.* In cases where it is deemed advisable to transfer stranded populations or selected urban families to the land, it is urged that such transfers be effected by establishing "organized rural communities." These communities are to consist of several hundred families each, carefully selected for adaptability to the type of life contemplated. Each family will live upon a small tract of land large enough to allow it to produce its own subsistence food. It is anticipated that additional budgetary needs will be met by supplementary employment in "handcrafts, trades, industries and professions." Not more than 35 to 40 percent of family income is expected to accrue from subsistence-farming operations; supplementary employment must provide the remainder.

Community work centers. Each organized rural community is expected to develop a work center where facilities will be available for the profitable use of the spare time of the residents and neighboring relief families. Such activities as food-canning and conservation; laundering; refrigeration; making household furniture, wearing apparel and bedding; construction and repair of farm machinery; and production of articles that may be disposed of to advantage, are suggested. Provision of resources for community social life and recreation are also urged.

Commodity exchanges. In order that rural families and community farmsteaders may have an avenue for disposal of their surplus commodities and labor, ERAs are asked to develop exchanges in each community. It is pointed out that the facilities of the Federal Surplus Relief Corporation are available to assist in the transfer of local surpluses on an interstate basis.

Industrial employment. The RRD concedes that "there must be employment; there must be a cash income in addition to the food, shelter and other prerequisites which a rural home can give. Where that employment will come from, how it will be organized and supported, constitute one of the most serious public problems before America today." It is suggested that small local industries be encouraged by the purchase of their products for relief purposes, thus aiding them to become established or revived within the community.

Public Works. Suggested as another source of cash income are public works and work relief. Such projects as water conservation and supply, construction of recreational facilities, control of weeds and pests, forest conservation, erosion control, and advancement of health and sanitation are presented as possibilities.

Debt adjustment. Many rural families are on relief as the result of unfortunate debt situations. Recognizing that rehabilitation cannot be undertaken until these debts are cleared up, the RRD stresses the need for an aggressive policy in adjusting them, either by conciliation or by resort to bankruptcy. Government farm credit is to be utilized where available. Agreements between farm owners and the AAA have provided avenues for forgiveness of tenant debt in certain circumstances. The RRD is firm in declaring that "debts must not be allowed to follow and embarrass clients."

Relocation of families. In the process of rehabilitation some families will have to be moved from their present homes to new locations. Instances are: farmers on sub-marginal land, "stranded populations," and selected urban dwellers desirous of undertaking subsistence farmsteading. The RRD advises thorough study of each case of proposed transfer, individual or group, in order that it may be successful by the following tests: adaptability of family, need for moving, cost,

income possibilities in proposed new environment, and outlook for permanent rehabilitation. Here, too, it is recognized that "the one great problem will usually be the matter of supplementary income."

Family service. Families are to be nominated for rural rehabilitation by the case worker in the relief division of the ERA, but their acceptance for care depends upon the approval of the RRD staff. After acceptance they will be entitled to specialized services recruited through the RRD office including guidance in home economics and agriculture, aid in debt adjustment, procurement of new credit, and vocational instruction. Each local RRD director is expected to employ a home economist who will share with the relief case worker the responsibility for the family's ultimate welfare. County extension agents of the Department of Agriculture will provide technical leadership in establishing sound farming procedures. Through local committees, other agencies will be enlisted as needed.

Sale of products. It is recognized that many village and farmstead families will, in the progress of their rehabilitation, produce surpluses of food and other marketable commodities beyond their subsistence needs. The RRD urges that effort be made to dispose of these surpluses through barter at the community exchange or by transfer to the RRD itself in repayment of the stake secured there. However, while commercial sale of farm products from subsistence plots is not contemplated, no such restriction is recognized on those products coming from farms where rehabilitation on a commercial level is the goal, "except insofar as AAA policies should be observed." It is likely that local RRD officials will require further clarification of this policy before they can make application of it.

Land purchase. Funds for the purchase of sub-marginal land in eight major sections of the United States are about to be spent with the aim of withdrawing poor lands from attempted agriculture. Through work relief they will be transformed into national parks, forests, Indian reservations and bird sanctuaries.

Eighty thousand rural families were on the rehabilitation rolls September 1, according to Lawrence Westbrook, RRD director. Most of these have been placed on farms which have been leased until the end of next year, with the privilege of purchase on long-time terms. The movement has reached largest proportions in the south, notably in Texas, Mississippi, Alabama, and Arkansas. The investment per family in these states has ranged from $86 to $126, including land lease, supplies, equipment and livestock. Total RRD expenditures from March to September 1934 approximated $10 million.

"Earmarked" Funds

EXPERIENCE has demonstrated to the FERA that control of local relief procedures can best be attained by earmarking funds for specific purposes. Blanket grants, it found, were likely to be spent locally for general relief, leaving special projects languishing. The practice of designating restricted funds for special phases of the relief program has been growing in recent months, until today the list of categories outside of "general unemployment relief" includes the following: Cattle program; Completion of airports; Cotton program; Drought relief; Emergency education; Food conservation; Garden program; Materials for work relief; Professional work projects; Public works of art; Relief research projects; Rural rehabilitation; Self-help projects; Social workers training; Students aid; Teachers training; Transient relief; Women's camps and schools; Work projects, special.

Production for Use

THE swing toward production by the unemployed of articles for their own use (see Work—and More of It, The Survey, September 1934) has been checked by FERA decision ultimately to turn drought hides over to commercial manufacturers for fabrication into shoes. Trial balloons had been released hinting that work-relief factories might be set up to do this job, as in the case of mattresses. The shoe industry took notice and turned their guns on the proposal, causing Administrator Hopkins to order the more conservative course to be followed, at least "principally."

The mattress-making project has likewise run into serious opposition here and there. Protests of manufacturers in *Ohio* and *Maryland* have been effective in halting the program in those states.

Industrialists have consistently declined to listen to the FERA argument that production-for-use is essentially intended to provide "extras" for relief families, and will not interfere with regular relief purchases. Hungry for business, they fear encroachment on legitimate industry.

Meanwhile, from California to Washington came Upton Sinclair to see how far Mr. Hopkins would go along with him in EPIC's production-for-use program should he (Sinclair) win the governorship in November. The results of the conference have not been made known.

Increased Local Support

A LEADING New York newspaper recently published a digest of reports from the fiscal officers of a number of American cities, indicating marked improvement in the financial condition of local governments during the past year. Just how this trend will affect relief financing remains to be seen, but already there are some straws discernible in the wind.

In *Louisiana* the "unemployables" (the aged, chronically ill, and so on) are being transferred from the ERA rolls to the local governments with the dictum "henceforth these persons are your responsibility." In *Cook County* (*Chicago*), *Illinois*, the Illinois ERC is making a similar move in regard to dependent children for whose care state funds have been used since September 1932. Reason given —"the tax situation in Cook County is steadily improving."

A *Detroit* newspaper asks: "Is the time rapidly approaching when the FERA may turn the urban welfare problem back to local and state governments? We do not know. However the problem is one the next session of Congress will probably be called on to answer. . . . not only by unemployment-insurance legislation, but by a permanent federal welfare policy. It is not too soon to start thinking on the subject."

Gleaned from the Press

IN *Boise*, Idaho, the Relief Workers Protective Association presented all political candidates with a questionnaire "for use in case you wish to register your sentiment with regard to the principles and problems of this organization . . . and wish to be considered at the polls."

The *Illinois* Emergency Relief Commission has been under fire from a Chicago daily—first, for alleged "fraud" in expenditure of public funds and later for "excessive overhead" in administration. The fraud charges were thrown out by the grand jury in August, and were followed by an "exposé" of rising staff expenditures in a period of decreasing caseloads. "Why did the payrolls go up when the relief rolls went down?" this paper wants to know.

The *Colorado* press is inclined to blame paid relief directors "unfamiliar with local conditions" for increases in the relief load during the summer. "The old county committees, although often apparently derelict in their administrations, had a close knowledge of local conditions that made it possible for them to keep those not entitled to aid off the rolls," opines one correspondent.

In *New York City*, relief recipients have been warned through the newspapers that it is to their own best interests to "stop accepting relief right now" if they have any other means for supporting themselves and their families. A reinvestigation of cases to uncover hidden resources has begun.

From *Cleveland*, comes an editorial criticism of the FERA's alleged position regarding "relief chiselers" in that city. "Two hundred and fifty additional workers, assigned to purge the rolls of chiselers, would save the community twice the amount of their wages," says this paper, "but federal investigators, here to study the recent relief riots, discouraged such a plan. The chiselers, they figure, are of the noisy type and would foment trouble. How long the government and the community ought to deprive the honest unemployed in order to bribe shiftless trouble makers to keep quiet is a

question to which most citizens would give an immediate answer."

Milwaukee has been having its first experience with work-relief strikes. The Worker's Committee on Unemployment is, according to the press, the fomenting agency, with "the Communist Unemployed Council, a rival organization, urging workers to vote whether they want to strike rather than listen to the dictates of the Worker's Committee leaders." An official is quoted as saying; "The strike has halted study of the proposal for a cash-relief system to replace the commissary system."

Organization Outline

STUDENTS of the American relief program are often confused by an apparent conflict in organizational relationships within it. Lines of authority seem to be hopelessly crossed at many points.

A means is suggested for seeing the picture more clearly. If the reader will set up four vertical columns headed, respectively, Accounting, Works, Relief and Rural Rehabilitation, he will have shown the four main divisions of the relief program as it extends from Washington to the most remote county ERA. Then, if he will draw five lines at different levels across the page, he will have represented, from the top down, federal, regional, state, district, and county administrative jurisdictions.

Each space on this checker-board indicates a function in the relief scheme. The person responsible for the discharge of this function is subject, it will be seen, to two lines of authority. Technically, he looks to his superiors in the vertical column that rises above him. Administratively, however, he is under the authority of the person who is in charge of the jurisdictional level in which he finds himself.

Thus, the director of work relief in a state ERA learns the technical content of his program from the regional and federal works' directors over him, but looks to his chief, the state ERA director, for authority in the application of these principles within the state.

The eight men on the FERA staff who are in charge of the regional jurisdictions are important factors in this organizational setup, for on them rests the responsibility of having the FERA program accepted by the states and their subdivisions.

"—and Insular Possessions"

FROM *Puerto Rico* comes a statement of progress in fighting depression with the relief administration's rural rehabilitation program. The familiar devices of subsistence gardens, canning centers and commodity exchanges are in use. It is estimated that the 5000 home gardens now in operation will produce this year "over 20 million pounds of rice, bananas, plantains, tanniers, dasheens, sweet potatoes, cabbage, lettuce and pumpkin." The objective for 1934 is a tenfold increase in the number of gardens, accompanied by a wide expansion of canning facilities.

In *Hawaii*, on the other hand, the program has been largely one of work relief, with improvement of naval and military defenses in the forefront. Yet there has been no neglect of opportunities to beautify the islands, according to a recent report which characterizes these projects as "topographical face-lifting." The pride of the administration is the new waterfront park at Honolulu, completed just in time for dedication by the President upon his recent visit.

Physical examination of all work-relief workers has been a feature of the Hawaiian program, with the result that accidents have been few and compensation costs low.

In the *Virgin Islands*, substantial progress has been made toward social and economic improvement. Governor Pearson reported in September that during the past year:

> There have been no business failures and there was no able-bodied person who was willing to work who did not have some job. The work relief, cash relief and materials for the Virgin Islands during the year amounted to $384,431.63.
>
> Food to the value of $112,000 was distributed. The number of persons aided with food relief reached a total of 10,897; and the food distributed was approximately 118 lbs. valued at $9.30 per person aided.
>
> Infant mortality was reduced by 43 percent. . . . The total death rate for the first six months of the calendar is 17.1 per thousand, a considerable reduction over last year, and the lowest rate in the history of the Islands.
>
> The handcraft cooperative has more than doubled its business, and more than doubled the number of workers employed during the year. Additional markets have been secured and the cooperative is in the enviable position of being behind in its orders.
>
> The number of persons owning their own land has increased nearly 400 percent. Practically all homesteaders paid their yearly installments, while some paid a year in advance.
>
> Some 70 houses have been built for homesteaders. On the strength of our successful beginning, the Federal Subsistence Homesteads Corporation has just made us a loan of $242,000 to continue the work.
>
> Two beach houses have been built for the recreation of the people.
>
> The Leper Colony has had six new buildings added.

News from Two Cities

DETROIT reports a steadily increasing relief load since May 1934 when the current business recession set in. It is estimated that the September count in Wayne County will show approximately 38,000 families on direct relief and 20,000 on work relief.

On August 1, food budgets were revised upward by 40 percent to compensate for the increased cost of living. The standard budget now for a family of four includes $7 per week for food, $2.50 for rent, $.85 for gas and electricity and $1.85 for clothing, a total of $12.20. To this $1.65 will be added for fuel in the winter months. Work-relief clients receive slightly more in recognition of their added needs while employed.

Relief officials have been quoted as saying that the increase in caseload is primarily due to the rule that for the unemployed to get work, they must first qualify as relief cases. This, they feel, makes the problem at the intake desk particularly serious. A general tightening up of intake was ordered in September.

Six months ago *Baltimore* was setting a pace for other American cities in liberality of relief policy. Her ERC had developed a program in which cash grants, rent allowances, wage supplementation and provision of many incidentals were features. The total caseload was high, the relief expenditures heavy. Then came federal investigation (see this department for July) followed by reorganization, in which a business administration took charge with FERA approval. Budgets were revised eliminating incidentals and forcing reduction in caseload.

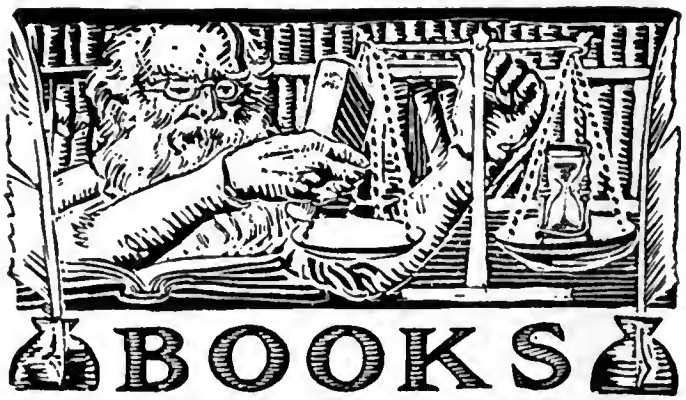
Latest development is a reduction of 22 percent in the rent allowance. Henceforth the client will be given cash equivalent to 7 percent of the assessed valuation of the property with which he will be expected to make his own rent payments. The rent bureau has been abolished.

Work relief in Baltimore has been available to only a small proportion of relief families since CWA was discontinued, although a year ago this city was using it widely. A study has been undertaken to determine future policy.

Two Special Sessions

THE *New Jersey* legislature convened in September to face the necessities of further relief financing. It had adjourned in July after designating for unemployment relief the sum of $10 million which it optimistically hoped to collect as inheritance taxes from an estate in process of settlement. This source proved evanescent and a new one had to be found. Governor Moore's proposal to divert highway funds was rejected and provision made instead for a referendum at the November election of a $10 million bond issue to be amortized by taxes on liquor.

After a tense conference with FERA officials Governor Pinchot of *Pennsylvania* called the legislature together in September to find some $20 million to match federal funds. The program adopted provided no new taxation but transferred balances from special to state funds to meet relief appropriations of $14,400,000. Liquor-control funds will yield an additional $5,600,000. The total, said to be satisfactory to the FERA will meet the state's share of relief for the remainder of the year.



Systems in Conflict

BUILDING PERSONALITY, *by A. Gordon Melvin, John Doy. 303 pp. Price $3 postpaid of The Survey.*

THERE is a vast distinction between promise and performance, between title and content; and this volume falls short of practical value because it is discursive and confusing in its very efforts to be direct in organizing.

Under four general headings, The Nature of Personality, The Process of Personality, Personality Living, and Today and Tomorrow in Psychology, Mr. Melvin discusses the conflicts of our too numerous psychological systems. Rejecting the idea of psychology existing as pure science, separated from philosophy, he stresses the idea that there is need for the integration of the various psychological theories as a fundamental of the basis of personality study. He emphasizes psychology in its functional relationships rather than in its stress upon entities.

Reducing old forms and terms to simples he senses the individual in relation to the group. He finds in the total personality the same self-directive quality that is responsible for the revelation of the inner characteristics, i. e., the intelligence, the emotions and some unknown quality or qualities which he terms X.

In the discussion of processes, he again falls back upon intelligence, emotions, patterns of thought and certain unknown factors to which he relates conscience. While he is critical of intelligence quotients he manifests a lack of clarity of their status. He attributes to the X process the enthusiasm and things of the spirit which support the instinctive processes, habits and emotional training that should enter a life of purpose.

His final effort to harmonize the various schools of psychology is thoroughly inadequate. His viewpoint is timely and reasonable as he advocates an organized approach to the study of personality with less regard for theories than for people, with more attention to an integrated plan than to doctrinal bias and psychological procedures. He is correct; the building of personality demands more attention to personality itself than to the specific but different plans for building it.

IRA S. WILE, M.D.
New York City

Man's World

WOMEN WHO WORK, *by Grace Hutchins. International Publishers. 285 pp. Price $2 postpaid of The Survey.*

NO picture of the conditions under which, during this past century and three quarters of the growth of the modern machine-age, women have done the work of the world can be darker than the reality. In the factory towns of England, where the women and children toiled under circumstances that seemed to some such as Oastler, the king of the Factory Acts, a white slavery no less dire than that of the black slavery of the so-called plantations; in the mines where half-naked on hands and knees they served as beasts of burden bringing to the surface the coal from which in part the recently discovered steam was to be distilled; in the crowded and fetid tenement workshops of the cities where retarded industries tried to survive against the developing factory system, in the new world as in the old, the facts were cruel and the tale an ugly one.

Among the most offensive features of woman's position is the specious hypocrisy with which discussions and descriptions are rationalized. Competitive selfishness, even on the professional level, takes the form of the "normal family wage" for men teachers, the "individual" wage for women teachers, or with protestations of chivalric regard for the sacred claims of motherhood a nation-wide service for the safeguarding of maternal and infant life is snuffed out like a candle for the alleged benefit of the doctors.

Miss Hutchins cannot exaggerate the grievances women have against the economic and the social order of these past decades. She has reviewed those conditions from the point of occupation, wage, and organization with comprehensiveness and with restraint. She has summarized, on the basis of authoritative sources, what they have done, under what conditions, what they have been paid, and the costs in ill health, insecurity, wretchedness, and misery. How they have, in relatively small but in absolutely very large numbers, combined to better the conditions of work for men and women, how even the very young have played the part of leaders in undertaking combats of great proportions, and how even when aged, Mother Jones, for instance, they have kept up the struggle for their sex and their class, is told in able and moving style.

That Russia, under the Soviet government, has seen the problem and undertaken the task of practising what other countries preach with regard to equality of opportunity and pay, with recognition of women's special requirements for happy and healthy motherhood is enormously interesting, illuminating to the honest student, and alarming to the hypocrite. To show that Russia has done it is not to say that American women either can or should accept the Russian organization as immediately possible or as necessarily the eventual goal. It is, however, to justify the goal toward which in halting fashion, step by step, progress has been attempted.

University of Chicago S. P. BRECKINRIDGE

Courts Are for People

THE FAMILY IN COURT, *by Jonah J. Goldstein. Clark Boardman Company, Ltd. 284 pp. Price $3 postpaid of The Survey.*

THE keynote of this book is sounded in a quotation from President Harno of the Association of American Law Schools. "The law, . . . if it is to become a vital, useful, social fact, must assimilate new truths and new thought; the law, since it is society's agency of authority, must interrelate the knowledge of the specialties into a thoroughly wrought and operating device for social service. This . . . is the challenge given to the law." The theme is developed by Judge Goldstein: "We of the bench must adopt the dynamic conception of the court and its relation to a community social-welfare program. In a practical world, cooperation among all concerned is necessary to translate thought into action. A working-program requires coordination of police, probation, courts, correctional institutions, parole, criminal medical clinics, social and religious agencies."

From the very beginning of this book one gets the sense of human beings as they appear in the magistrates' and family courts of New York City. The children in the streets, men and women from the tenements, the park benches, the speakeasies and the factories stand before you. Their problems are those of snarled human relationships that are due not to one but to many causes. The questions involved are not those which law alone can adjust.

The suggestions made by Judge Goldstein can perhaps be centered around the need for unification. The Children's Court and the Family Court were combined in 1933 but they still do not work as a unit. Not only is there a separation in locality but also staffs, judges, probation officers, to say nothing of the frequent contradiction in principles and methods.

In addition to the unification of the courts Judge Goldstein advocates the establishment of a Bureau of Family Adjustment, with the services of a religious leader, a social worker, a psychiatrist, a physician and an educator, which, while a part of the court, would work outside as well as in it. In dealing with the family, in order to preserve its best character, the community should have one all-embracing plan and the actual means for putting it into effect. At the

present time there is no such plan and the various types of cases are handled by no less than seven different courts.

And yet the problems are necessarily overlapping. Juvenile delinquency may include adult delinquency, parental maladjustment or pathological conditions of parents, both mental and physical. Instances are cited in which a skilled physician has been able to diagnose the needs of a juvenile before the court and work a cure not only for the individual but for the family maladjustment, which no legally trained mind would either perceive or achieve. The claim is here made "that real usefulness can be ensured only when the court conceives itself less as a piece of legal machinery than as a constructive social force in the better adjustment and fuller rehabilitation of less fortunate parents and children."

The whole book gives evidence of Judge Goldstein's strong feeling that the work of the Family Court should be done largely in a conference room with experts working out important problems together. And again there is a taking quotation from President Harno: "The problem is one of coordination. We have the parts, but they are of no use unless assembled into a working-machine." While the arguments are addressed to members of the legal profession, the need and deficiencies of this and other professions are clearly indicated. As an instance Judge Goldstein cites the failure of schools of social work to give courses in the legal aspect of social-work problems.

The book is not only full of practical suggestions for better procedures, better techniques, more unified methods, but it gives part of the answer to an essential problem of our time that unilateral advance is not social advance. Judge Goldstein's book is animated by a strong social spirit and a creative impulse; he not only demonstrates a great need but the way in which it can be met.

Hudson Guild, New York JOHN LOVEJOY ELLIOTT

Children, By and Large

CHILDREN OF THE NEW DAY, *by Katherine Glover and Evelyn Dewey. Appleton-Century. 325 pp. Price $2.25 postpaid of The Survey.*

THIS is a well-rounded, comprehensive, popular discussion of child development, designed primarily for the layman who is sensitive to the needs of children in a world undergoing transition.

Two outstanding investigations constitute primary sources from which the authors derive their materials: The Report of the President's Research Committee on Social Trends, and the White House Conference on Child Health and Protection. From the first, together with general deductions from the crash of 1929 and its aftermath, the authors conclude that we are in the midst of a "fundamentally changing situation." They believe that America is coming into its own; indeed is on the point of realizing the "American dream." But to attain this objective it must deal justly and adequately with the children who constitute the America of tomorrow.

Dealing justly implies facing the facts regarding the conditions under which children are growing up and utilizing in the home, the community, the school and recreational agencies the information and the knowledge now available and bearing upon child development.

The reports of the White House Conference on Child Health and Protection constitute the chief sources for realizing this purpose. Consequently Children of the New Day is from one point of view a summary and a report of conference committee findings. Thus the section, Drama of Growth, summarizes in the main materials embodied in the conference reports on Growth and Development of the Child, Parts I–IV. A section, The World They Live and Move In, and another, Education By and Large, draw generously in turn upon the Report of the Committee on the Function of Home Activities in the Education of the Child, IIIA (unpublished), The Delinquent Child, and Summer Vacation Activities of the School Child. Still another section, The By-Products, deals with the causes and the treatment of the handicapped child and the social rebels in the light of reports centering upon the education of the disadvantaged and the maladjusted.

I do not wish to convey the impression, however, that Children of the New Day is merely or primarily a summary. The authors have

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drawn upon the most authoritative statements they can find for presenting essential facts dealing with the growth and the development of the child. But they speak their own tongue and they organize their own materials; with the result that we have here a readable and an authoritative treatise on childhood education. Their emphasis is constantly upon the uniqueness of the individual child, but the individual as they envisage him does not live unto himself alone. He is an organic part of the environmental influences in which he lives and moves and has his being. Consequently they succeed in fusing two points of view, the psychological and the sociological, into a positive contribution to the general literature bearing on child education.

V. T. THAYER
Ethical Culture Schools

Child Guidance

CHILD GUIDANCE CLINICS, *by George S. Stevenson, M.D., and Geddes Smith. The Commonwealth Fund. 169 pp. with index. Price $1.50 postpaid of The Survey.*

IN THIRTEEN chapters are depicted the roots of the child-guidance movement, the development of clinics over the last twelve years, the general pattern of their operation and influence, and the problems which lie before them. The style is clear and concise and there is a penetrating, yet admirably deft, handling of the perplexities. Without sacrificing historical accuracy the authors have shown clear lessons in the experience. Where such lessons have not emerged they have given their own views—an entirely wise and much appreciated procedure. Here is an invaluable guide for those who would venture in the field.

It seems unfortunate that the book so largely limited itself to the so-called Commonwealth Fund Clinics. After a bow to their historical importance, Chicago and Boston are too summarily treated. The statements in one paragraph that the clinics should "be freer to devote their facilities to more serious [individual] difficulties" and that their "task is to stimulate better handling of children in general" show the same unfortunate inability to distinguish between refined clinical psychiatry and mental hygiene that characterizes the whole child-guidance movement of today. The authors ask more deliberate planning for research (and herald its approach!) at the same time that they deploy and praise the comfortable eclecticism of the child-guidance movement. That's a bit naïve.

The book commands thoughtful reading by everyone (lay and professional) with any stake in this recent, exciting, stimulating (if a bit riotous) attack upon the unsuspecting youth of America. The clinics have rather artfully threaded many perplexities, the process has often obscured their bearings—this is all in the volume under review.

JAMES S. PLANT, M.D.
Essex County Juvenile Clinic, Newark, N. J.

RUN OF THE SHELVES
A DESCRIPTIVE LIST OF THE NEW BOOKS

THE AMERICAN PROBLEM OF GOVERNMENT, *by Chester C. Maxey. F. S. Crofts. 691 pp. Price $3.75 postpaid of The Survey.*

WHAT was undertaken as a revision of the author's useful Problem of Government, first published in 1925, became a complete rewriting. The new edition is particularly helpful for the general reader who wishes to consider the governmental agencies and activities of the recovery effort against "a background of political fundamentals."

NEW HORIZONS FOR THE CHILD, *by Stanwood Cobb. Avalon Press. 212 pp. Price $2 postpaid of The Survey.*

A PRACTICAL book for parents and teachers, with chapters on understanding the child, the child at home, the child as an active being, the child as a creative being, training children to think, the eternal battle between romanticism and classicism. Written by the head of the Chevy Chase Country School, the principles and the suggested techniques are those of progressive education.

THE LAW OF CITIZENSHIP IN THE UNITED STATES, *by Luella Gettys. University of Chicago Press. 211 pp. Price $3 postpaid of The Survey.*

A USEFUL summary and analysis of the many changes in citizenship in the last thirty years, with an Addenda covering the legislation enacted by Congress in May 1934.

WE ARE THE BUILDERS OF A NEW WORLD: A Summons to Youth, *edited by Harry H. Moore. Association Press. 165 pp. Price $1.50 postpaid of The Survey.*

A RATHER elementary interpretation of the present economic situation, compiled for young people of highschool and college age from recent books and articles by Walter Lippmann, William Trufant Foster, Walter Rauschenbusch, Raymond B. Fosdick, and others.

HOW TO INTERVIEW, *by Walter Van Dyke Bingham and Bruce Victor Moore. Harpers. 307 pp. Price $3 postpaid of The Survey.*

A NEW and revised edition at a reduced price of a volume first published in 1931. Its topic is the uses, techniques and dependability of the personal interview. Much new material drawn from the experience of users of the earlier volume will be found throughout, especially in the chapters on the interview in education, in social work and in the mental clinic. The discussion of the emotional hazards of interviewing and the appraisal of the interview as a fact-finding device seem especially valuable. A bibliography of some fifty pages is a useful feature.

COMMUNICATIONS

On Speaking Up

TO THE EDITOR: One cannot read what is being written by social workers today, and this is inspired by the articles by Mary van Kleeck and David Cushman Coyle in The Survey for June and July—and remain unconscious of the fact that a Renaissance of the fine heritage of social work appears to be imminent. Those who have worked and wondered, but have not spoken, feel an undignified urge to shout loud huzzas from prominent vantage points. Social workers are acquiring a belated but apparently genuine interest in the ends of their efforts. Though late in making its appearance, this teleological interest is a hopeful phenomenon after all the years of technical development in a vacuum.

When it comes to self-expression the position of the social worker in a public-welfare unit is difficult. He is vulnerable to attack by the patrioteers and he is further restricted by the fact that he is a representative of an official governmental agency. Yet he cannot help but find himself mistrustful of many of the enterprises engaged in by the federal bureaucracy. One suspects inconsistency in a government policy which has its practical results in a ragged tenant farmer ploughing under his cotton. The surplus cotton has not given him enough to cover his body decently. And one has misgivings about a rural rehabilitation program, a back to the land movement, in the face of a huge effort to reduce crops. One is aware of a certain futility in striving not to upset established mores, such as the tenant system in the South, when that system is palpably the cause of the tragic poverty in which thousands of tenants and wage-hands are hopelessly gripped.

One of the weaknesses of a system of public welfare is its powerful tendency to degenerate into a bureaucracy, and bureaucracies are notoriously intolerant. The individual social worker is helpless in the face of this tendency, unless he is organized professionally to combat the intolerance engendered by it.

Whether or not we accept the way pointed out by Miss van Kleeck, the cockles of our hearts cannot but be warmed by her directness and courage. There are those who would raise the cry that she

would sabotage the New Deal, but that, of course, is what is vulgarly and aptly called boloney. A program that cannot stand criticism is not worth anything. A. W. HOBART
Director, Coffee County Relief Administration, Elba, Alabama

Disagreeing with Mr. Coyle

TO THE EDITOR: In his article, Illusions Regarding Revolution, in the July Survey David Cushman Coyle suggests that the essential economic conflict is not between capital and labor, but rather between industrial capitalists, farmers, laborers and professionals on the one hand, and speculators and finance capitalists on the other. In his defense of the industrial capitalist, Mr. Coyle forgets that the typical "captain of industry" is intimately connected with half a dozen finance-capital organizations—that in modern capitalism the industrialist and the financier tend to be one. Two prominent examples come to mind: John D. Rockefeller and Henry Ford. And although the nationwide strike wave is "irrelevant" to Mr. Coyle's theorizing, the strikes state in blunter terms than Mr. Coyle's where the lines of economic conflict are really drawn.

Briefly commenting on Mr. Coyle's program, one fatal contradiction is immediately apparent: industrial centralization and decentralization are to occur simultaneously! And as to effective control of speculation in a profit economy, one can only look up and wonder. One cannot help remarking on the striking similarity of Mr. Coyle's program to that formulated by Chancellor Hitler. This point is made without wishing to reflect on Mr. Coyle, but it appears that all programs attempting to reconcile a profit economy with maximal public welfare inevitably reveal a Fascist tang.

Of Mr. Coyle's statements that "violent revolution . . . with its prospect of emotional release . . . is a tempting prospect," and of his phrase "elation of bloodshed" no comment need be made except for the remark that it is disheartening to learn that the bogey of the bloodthirsty Bolshevik still haunts the thinking of modern journalists and scholars. DAVID KAPLUN
New York City

Subject to Reaction

TO THE EDITOR: Would your readers be interested in a discussion of the old question of the conflict between evolution and the Christian religion? I am attempting to drive out all atheistic and materialistic professors from our Presbyterian colleges by having an overture sent down to our General Assembly to that effect. I have called my campaign in my own denomination against these atheists, the Chemistry of Christ, the Biology or the Bible Campaign. I would be glad if you would present this matter to your readers for their reaction to it. LLOYD ROBERTS
Marcellus, N. Y.

The Chula Vista Way of Life

TO THE EDITOR: My friend, Lyman Bryson, through The Survey Graphic (August 1934, page 369) presents many interesting angles on the farmer's plight and asks if the future is to eliminate individual farms in favor of large tracts, scientifically managed. I suppose answers are welcome, whether prompted by feeling or by scientific observation as to what the future intends to do about human instincts. I understand instincts do not change and therefore vicarious production and consumption will not go on much longer.

I am a probation officer and live on a lemon ranch in Chula Vista, a suburb of San Diego. Chula Vista, a town of three thousand, covers 5000 acres and has 2000 acres of lemon groves, owned by three hundred families. The fruit is crated, packed and marketed cooperatively bringing about a million dollars net to the town annually regardless of the depression.

Some 150 miles north of Chula Vista is a lemon orchard of 2000 acres in one tract, the largest in the country, owned by a corporation. It is well managed and pays dividends to many who never see it or have any responsibility connected with it. The nearby town benefits only from the two hundred laborers, who work on the ranch part time, and whose personnel is more or less changing.

It seems to me that instinct, sociability, good government, security, humanity all speak for the Chula Vista type of life.

Henry Ford's little experiment of placing workers on a few acres each within easy access to a part-time factory makes happy prosperous families. Roosevelt's subsistence farms—though some social workers do not like the term "subsistence" as being too meager for American standards—are calculated to follow the Ford idea and to be permanent in that the family may only divest itself of security by trading for equal security. W. R. EDWARDS
San Diego, California

What Say, NRA?

TO THE EDITOR: The Survey gets more wonderful with every issue, and since the federal government is making such extensive advances in an attempt to develop a country of intelligence I would suggest a Survey Code making the reading of The Survey compulsory for all professional social workers and members of their staff, and all boards of trustees of social-welfare organizations, and all public officials who have anything to do with industrial, health, education or relief problems.

Among the valuable by-products of such a system, I will mention only one, viz., the code would so strengthen The Survey that complimentary copies could be sent to all clients (or "cases" as they are brazenly called) of relief and other social-welfare organizations, so that these unfortunate victims of our widespread social maladjustment would know what we are doing for them and why.
Children's Aid Society, New York OWEN R. LOVEJOY

Labor Conditions

TO THE EDITOR: The mortgage-ridden farmers of California have taken a constructive step for combating communistic propaganda among farm labor which might well be copied by the shipping interests on the Coast. According to the Rural Press the "Associated Farmers of California, Inc." aims to improve working conditions, especially our notoriously bad housing for itinerant fruit pickers.

When General Johnson arrived in San Francisco during the general strike, he put the responsibility for the unprecedented upheaval squarely on the shoulders of the shippers for obstructing collective bargaining. "If the shipping industry does not fully and freely accord these rights," he said, "on its head lies every ounce of responsibility for whatever may happen." When will public opinion demand the sort of housecleaning on the part of the shipping interests that the farmers have voluntarily undertaken?
CALIFORNIA FARMER

For the Persecuted

TO THE EDITOR: Armistice Day is proposed as a fitting time to make a collection for the tragic needs of those who are persecuted in the land against which we fought. The sacrifice of the war dead in their hope for democracy should challenge us to support today those who suffer in Germany for their fidelity to religion, democracy and peace.

As an immediate step in the world effort which should be made, The Fellowship of Reconciliation is urging that collections be taken in churches and elsewhere, between now and Armistice Day. The Fellowship of Reconciliation will distribute, or transmit to competent agencies, such funds as are sent to it. Gifts may be sent to The Armistice Fund, Fellowship of Reconciliation, 2929 Broadway, New York City. PRESIDENT RONDINS WOLCOTT BARSTOW
PRESIDENT HENRY S. COFFIN BISHOP FRANCIS J. MCCONNELL
RT. REV. EDWARD L. PARSONS REV. ERNEST F. TITTLE

GOSSIP: of People and Things

Au Revoir, not Goodbye

SHERMAN C. KINGSLEY, executive secretary of the Philadelphia Welfare Federation since its organization in 1921, has resigned, and his resignation has been accepted by the board with expressions of deep regret and of appreciation for his services. Mr. Kingsley, whose personality and ideals have endeared him to a host of people, is not only dean of the Chest group but is a leader in social work of thirty-five years' standing. Highlights of his career are: as a civic leader in Chicago, first as superintendent of the United Charities and later as director of the Elizabeth McCormick Memorial Fund; in Cleveland as director of the Welfare Federation, and of late years in Philadelphia. He is a past president of the National Conference of Social Work.

It was Sherman Kingsley who, at the Buffalo conference, twenty-five years ago, broke tradition in pieces by urging the nomination of a woman, Jane Addams, for the presidency and who initiated the Committee on Occupational Standards, the report of which, three years later, provided the framework for social and economic planks espoused by Theodore Roosevelt for the platform of the Progressive Party.

It is good news that Mr. Kingsley is not retiring from social work. He has spent some time in the Middle-West studying certain aspects of the drought situation and will be in active association with others in presenting material to the Federal Commission on Social Security. He will also continue his work as chairman of the National Committee for the Handicapped.

THE University of California chose Wesley C. Mitchell, professor of economics at Columbia University, to give this year's series of nine public lectures under the auspices of the Hitchcock Fund. Professor Mitchell's subject was economic planning by the government.

MRS. JOHN C. REFSLAND of Houston, Minn., formerly Martha Birkeland, and a good friend of The Survey, both as Mrs. and Miss, has gone to Juneau, Alaska, to the staff of the Indian Service.

THE National Council of Parent Education, 60 East 42 street, New York, will hold its fourth annual conference and institute for professional workers at the Wardman Park Hotel, Washington, D. C., October 31–November 3. The program is aimed "toward a social philosophy of education in family life and parenthood."

TWO fine, fat—for these days—research fellowships in the social sciences are offered for 1935–36 by the American Academy of Political and Social Science, 3457 Walnut street, Philadelphia. The Simon N. Patten Fellowship carries $1000 and the James-Rowe Fellowship $2000. Candidates must preferably possess the degree of Ph.D., "or its equivalent" whatever that is. However this requirement may in exceptional circumstances be waived. In making appointments preference will be given to candidates submitting projects "which intimately bear upon the economic and social questions which in the light of present conditions urgently require solution." Applications on forms which the Academy will supply must be in before December 1. Interestingly enough it was Dr. Patten who coined the term, "social work."

AFTER four years with the Cleveland Humane Society Clinton W. Areson has resigned to become assistant director of the Child Welfare League of America with which he was formerly associated.

ELIZABETH ROBINSON, R.N., supervisor of the division of health and hygiene of the University of Michigan, has joined the staff of the Michigan State Welfare Department where she will follow up a recent study of maternity homes and hospitals.

JOHN HALL of Freehold, N. J., has been appointed executive secretary of the New Jersey Health and Sanitary Association.

THE Chicago Chapter of the American Association of Social Workers has launched a new publication, modestly called The Bulletin, which, as Sophonisba P. Breckinridge says in the first issue, is "an outward and visible sign of a growing consciousness of professional status among the social workers of Chicago."

"LIFE Span of Flees Without a Host in the Climate of Manila," headlines the ever-so-serious Public Health Reports of the US Public Health Service. Plainly, it seems to us, a reflection on the hospitality of the esteemed Filipinos.

MANY people will join with The Nation in viewing as an act of grace on the part of President Roosevelt the appointment of Ernest Gruening, former editor, as director of the new Division of Territories and Island Possessions in the Department of the Interior. For years, in and out of season, Mr. Gruening fought for justice for the peoples of the Caribbean. He is a member of the Cuban Commission of the Foreign Policy Association. It is interesting to note that the withdrawal of American troops from Haiti, for which he had long agitated, was accomplished on almost the very day of his appointment.

FRIENDS of the late Charles B. Stover, pioneer American settlement worker, are deeply disappointed at the failure of their effort to perpetuate his name in connection with New York's new recreation park in the Chrystie-Forsyth Street district. The name of Sarah Delano Roosevelt, mother of the President, has been given to the park contrary, however, to her own fully expressed wishes. Mr. Stover, it will be recalled, founded the Neighborhood Guild, later incorporated as University Settlement, deep on the lower east side, and made it his home until his death. His unswerving determination to preserve for the people of his neighborhood such open spaces as existed and to extend and increase them left many tangible marks on the map of the city. To have given his name to a new park in the particular district to the betterment of which he devoted his life, would have been, it seems to many people, singularly appropriate. But the big point is that the city has kept this open space as a park and has not used it as a housing site, despite the urgence of many friends of good housing.

THE Los Angeles Health Department is modestly attempting to conceal its satisfaction over the appointment of its Dr. Reginald H. Smart to a Rockefeller Foundation fellowship for the study of tuberculosis, the point being that Dr. Smart is the sixth member of its staff who has gained such an appointment.

FAMILY society people everywhere and a lot of others besides will rejoice at the news of the appointment of Ruth Hill, long associated with the Family Welfare Association of America, as third deputy-commissioner of the New York City Department of Public Welfare in charge of the Division of Old Age Security. Miss Hill will have charge of administering old-age grants to some 23,000 people, involving an annual budget of some $7 million, half provided by the state and half by the city.

DR. W. W. PETER, who turns up in important public-health work first in one part of the world and then in another, has been appointed by the US Indian Office as medical director of the Navajo Reservation, an area of some 25,000 square miles with a population of about 45,000. Control of tuberculosis and trachoma are immediate problems. Dr. Peter has seen public health and medical service in many countries, notably in China where he was technical adviser to the ministry of health.

United We Get Blankets

ROBERT BONDY, American Red Cross disaster relief director pulls this out of a report of relief work after the Bihar earthquake in India last spring. The various organizations were concerned that available supplies reach those in need, and the prevention of bribery and the selling of relief stores for profit became a problem. One relief organization which was agitated by having the same men come back again and again to demand aid, hit upon the scheme of shaving a small spot on the head of each applicant to whom a blanket was given. The next day, the report states, every inhabitant turned up with a shaven head.

RAYMOND GRAM SWING, formerly London correspondent for Philadelphia, New York and other newspapers, has joined the editorial staff of The Nation with headquarters in Washington.

AMERICAN social workers had last month a flying glimpse, not half enough to express their goodwill toward him, of Dr. René Sand, of the League of Red Cross Societies, Paris, as he crossed the country en route to the League conference in Tokyo. Dr. Sand

made brief stops in New York, Washington and Chicago. In New York the Russell Sage Foundation opened a staff meeting to a number of guests with whom Dr. Sand discussed the status of social work in European countries especially in relation to social insurances. The Survey staff felt especially privileged in having Dr. Sand as a luncheon guest.

RECENTLY appointed regional representatives of the FERA are Malcolm J. Miller of South Carolina whose headquarters will be in New Orleans and Major Ellis O. Braught of Ohio with headquarters in Denver. Both have been the relief administrators of their respective states. The appointments fill vacancies in territories which for several months have been covered by temporary appointees. Newcomer in the Washington office of the FERA is H. M. Cass recently director of the ERA in South Dakota.

OWING to the death, during the summer, of its executive secretary, Marjorie Crane Upton, the National Federation of Day Nurseries has suspended publication of its Day Nursery Bulletin and News Letter.

THE Progressive Education Association has chosen Frances Foster as editor of its official journal, Progressive Education.

MR. and Mrs. John M. Glenn of New York have announced the engagement of Mrs. Glenn's sister, Eleanor Plunkett Brown, to Frank Herbert Merrill, secretary to the committee on program of the Episcopal church, Diocese of New York. Miss Brown, a daughter of the late Mr. and Mrs. J. Frank Willcox of Baltimore, is an associate director of the National Society for the Prevention of Blindness which, happily, will not lose her services. The wedding will take place this fall.

EDGAR M. GERLACH, recently assistant supervisor of probation in the US Bureau of Prisons, has been transferred to the position of supervisor of social work.

"NOT to advocate any one solution of the problem, but to furnish reliable information and stimulate discussion," the National Advisory Council on Radio in Education has started a series of nineteen broadcasts on Doctors, Dollars and Disease on Monday evenings at 10.45 P.M., Eastern Standard Time, over a nation-wide network of the Columbia Broadcasting System. Nationally known physicians, economists and health workers will give the talks. Reprints may be obtained from the University of Chicago Press, 5750 Ellis Ave., Chicago, at 15 cents for an individual program, $2 for the whole series.

DR. WINFRED OVERHOLSER has been appointed commissioner of the Massachusetts State Department of Mental Hygiene, moving up from the post of assistant on the resignation of Dr. James V. May.

HEALTH workers and others who met Dr. Bruno Gebhard at the Pasadena meeting of the American Public Health Association and saw the eugenics exhibit he brought from Dresden from the Deutsches Hygiene Museum will rejoice that at least the exhibit is likely to stay in this country. Dr. Gebhard returned on October 5 to his own post as assistant director of the Museum after a round of luncheons and other meetings with absorbed health educators in New York, Washington, Baltimore, and so on. The exhibit is to work its way eastward with stops in various cities; for information as to its whereabouts consult the American Public Health Association, 50 W. 50 St., New York City.

THE Carl Schurz Memorial Foundation, Inc., announces a new quarterly magazine, The American-German Review, to the end of promoting "interest in those achievements of the German people that are adaptable to American conditions and will thus tend to bind the two peoples more closely together." Wilbur K. Thomas, Ph.D., executive director of the Foundation, is editor.

Plenty to Do

NO clairvoyance is needed to foresee that one of the busiest of the professional social-work groups this winter will be the Division on Government and Social Work of the American Association of Social Workers. This division has, during the past two years, mushroomed in its growth and scope from a handful of New York social workers who got together at luncheon to talk about where we are going and how, to its present responsibilities for initiating and correlating the Association's activities within the areas of federal and state social-welfare programs. Its chairman is Linton Swift and its secretary is Helen Crosby. The division works through five committees: Steering Committee, Linton Swift, chairman, which receives and acts upon committee reports; Committee on Current Relief Program, Joanna C. Colcord, chairman, which covers federal-relief legislation and administration including consideration of the extension of federal aid to categories not now reached; Committee to Outline a National Social Welfare Program, Harry L. Lurie chairman, which undertakes to formulate basic social principles for a national social-welfare program; Committee on Revision of State Poor Relief Legislation, Edith Abbott, chairman, which develops principles for specific state legislation and assists chapters in planning action; Committee on Housing, Abraham Goldfeld, chairman, which follows federal developments in housing and supplies information on housing as it relates to social work.

GRACE COYLE has given up her work as head of the laboratory division of the National YWCA to go to Cleveland as assistant professor of group work in the School of Applied Sciences of Western Reserve University. Quite apart from the fact of what a person she is in her own right Miss Coyle happens to be a sister of David Cushman Coyle, among other things a favorite Survey author.

THE Jewish Social Service Quarterly, 71 West 47 Street, New York, has reprinted from its summer issue the article, Privileged Confidential Character of Information Imparted to Social Workers, by the late Max J. Kohler in which he discussed questions of law in the client-social worker relationship, particularly in connection with the deportation of aliens. Mr. Kohler, whose death occurred late in July, was a distinguished lawyer and scholar, chairman of the committees on immigration of the Baron de Hirsch Fund and of the American Jewish Committee.

NEW York University has done itself well by calling James Weldon Johnson, professor of creative literature at Fiske University, for a series of ten lectures in a course of thirty on racial contributions to American life. Professor Johnson will discuss the contribution of the Negro.

NEW officers of the Massachusetts Conference of Social Work are: President, Rev. Thomas R. Reynolds, Boston; vice-presidents, Maurice Taylor, Boston, and Lucy A. Turner, Worcester; secretary, Marian L. Spencer, Boston; treasurer, Russell T. Williams, Boston.

DR. E. L. Bishop of Nashville, Tenn., is the new president of the American Public Health Association and Dr. Walter H. Brown of Palo Alto, Cal., the president-elect.

FRIENDS of low-cost housing in New York are rejoicing over the appointment as counsel to the State Housing Board of Ira S. Robbins to whom they give a large share of credit for the passage of recent state-housing legislation. Mr. Robbins will look after the legal aspects of the limited-dividend projects sponsored by the State Housing Board, under the auspices of which, it might be added, two of the seven private, limited-dividend projects financed with federal loans, are now being built.

THE Boston office of the Joint Vocational Service, directed since 1924 by Mabel Gair Curtis, has been closed and all its business transferred to the national office, 130 East 22 Street, New York. The New England committee, Ralph Barrow, chairman, continues to function.

AGENCIES which still call themselves character-building, because no one seems able to think of a better descriptive term, will hold a Youth Hearing in New York on October 29 when youth will have an opportunity to discuss its own needs.

ALIDA C. BOWLER of the US Children's Bureau has been appointed superintendent of the Carson Indian School and Reservation in Nevada where, it is said, she will have the opportunity to reorganize the educational program.

THE American Association of Medical Social Workers is regretting the resignation of its executive secretary, Helen Beckley who left in September to become director of social service in the Cook County Hospital, Chicago, succeeding Marion Prentiss.

FRANKLIN O. NICHOLS, for ten years on the staff of the American Social Hygiene Association, will direct the program of the newly organized Committee on Health Service and Health Education Among Negroes under the wing of the National Health Council.

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DEATHS

IN the death at eighty-two of R. Fulton Cutting, New York has lost another citizen who made history in the years when the Greater City was taking shape. In the '90s, he organized the Citizens Union which, unsuccessful in the first elections, carried Seth Low to the City Hall in 1901; putting business methods and social content into civic affairs and lifting health, schools and other services to new estate. Mr. Cutting pioneered again through the organization of the Bureau of Municipal Research, which as never before brought the advances in accountancy to bear upon local government and became a force for responsible fiscal administration. The example spread widely and as a result movements for making the budget a means for forecasting, planning and control in local, state and national governments gathered headway. The National Institute of Public Administration was a direct outgrowth, and it is not too much to say that the lengthening shadow of Mr. Cutting's creative citizenship in his own town has strengthened and modernized municipal techniques in cities the country over. His work for non-partisanship and efficiency in municipal affairs was matched by activities in other fields. For many years he was president of the New York A.I.C.P. He served also as chairman of the City and Suburban Homes Company, as a vestryman at St. George's, as president of the Metropolitan Opera and Real Estate Company and as president of Cooper Union. These organizations represent so many salients of the constructive front with which a scion of one of New York's oldest families put his working years and his fortune at the service of his community in decades of change and growth.

DELEGATES from New York to the meeting of the American Public Health Association in Pasadena were saddened by the death, en route, of Dr. Frederick W. Sears, one of the state's veteran health officers and a pioneer in the immunization of children against diphtheria.

CORNELIA E. MARSHALL, of New York, founder and president emeritus of the Association to Promote Proper Housing for Girls, died recently. The residence clubs which she promoted have provided congenial homes for many thousand girls and have served as the pattern for many similar undertakings.

DR. WILLIAM POSEY of Philadelphia, identified for twenty-five years with the movement to prevent blindness and conserve vision, died recently in Italy. He had been for ten years a member of the board of the National Society for the Prevention of Blindness and a contributor to its publications.

ELLA LYMAN CABOT, educator, author and lecturer, died recently at her home in Cambridge, Mass. Mrs. Cabot was the wife of Dr. Richard C. Cabot of Harvard University.

GEORGE S. WILSON, veteran public-welfare official of Washington, D. C., who retired last June after thirty-four years of service, died suddenly on September 24 only a few days after his return from a particularly happy trip to Scotland and Ireland.

BERNARD J. FAGAN, for twenty-four years chief probation officer of the Children's Court, New York, and for the past four a member of the State Parole Board, died suddenly in late September.

THE SURVEY

Vol. LXX. No. 11 MONTHLY November 1934

CONTENTS

FRONTISPIECE 338

THE B LINE TO RECOVERY ..... *Frank D. Graham* 339

MEN MUST WORK ..... *Gertrude Springer* 342

A STEP LEFT ..... *Paul S. Taylor* 344

FIVE HUNDRED DELINQUENT WOMEN *Ira S. Wile, M.D.* 346

BACKWOODS RELIEF 347

HEADING-UP THE HOUSING PROGRAM *Loula D. Lasker* 348

CIVIC GAMBLING ..... *Mabel L. Walker* 350

THE COMMON WELFARE 351

HEALTH 354

SOCIAL PRACTICE 355

EDUCATION 357

INDUSTRY 358

UNEMPLOYMENT AND COMMUNITY ACTION 360

BOOKS 363

COMMUNICATIONS 366

GOSSIP 367

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SO THEY SAY

Learning does not advance itself.—*Frederick P. Keppel, president, Carnegie Corporation.*

You cannot cure labor unrest with doses of nauseating gas.—*Howard Brubaker in The New Yorker.*

Every prominent leader has a lot of followers who should be in a lunatic asylum or a penitentiary.—*Ed Howe, Atchison, Kan.*

Suppression of any voice is necessarily suppression of some part of the truth.—*Lyman Bryson, Teachers College, New York.*

The only place to inspire confidence in a capitalistic society is in the pay-envelop.—*Robert W. Horton in The Canadian Forum.*

The greatest aid that I know of that any man could give the world today would be the correct definition of liberty.—*Will Rogers.*

I want to find a university that trains its students to go out and give a licking instead of taking one.—*Heywood Broun, New York.*

In Europe we take social insurance as something we must have—like streets in cities.—*Dr. Réné Sand, League of Red Cross Societies.*

The truth about transients is that in the main they are just good citizens endlessly searching for work.—*Homer W. Borst, New York TERA.*

Our daily mail at the FERA proves that not all the crackpots in the country are working for the government.—*Harry L. Hopkins, FERA.*

We're very ingenious, we Americans. We admit it freely. We've made this country what, until recently, it was.—*George D. Vincent, Greenwich, Conn.*

The beneficiaries of the status quo always find the causes of social ills in nature rather than in the constitution of society.—*Bradford Young in The Christian Century.*

Popular interest in any subject has no relation whatever to an understanding of that subject.—*Austin H. Clark, American Association for the Advancement of Science.*

The efficacy of beating as a method of refuting adversaries ranks among the major political discoveries of our century.—*Henry N. Brailsford, British labor journalist.*

Italy is going to have compulsory military training for boys of eight years of age. Previous to that age they are just a lot of slackers.—*F.P.A. in New York Herald Tribune.*

I am not for a return to that definition of liberty under which for many years a free people were being gradually regimented into the service of the privileged few.—*President Roosevelt.*

Although there are arrangements for shooting them on a large as possible scale nobody has started any protection-for-humans sanctuary where they cannot be shot.—*George Bernard Shaw.*

Government no longer means merely to act as a policeman and to secure observance of elementary decencies. It has become one of the energies of civilization.—*Felix Frankfurter, Harvard University.*

I am interested in a social-insurance program only in so far as it tends to restore the equivalent of the wood-pile and the garden which our industrial readjustment has taken away.—*Owen D. Young, New York.*

Revolution is a form of magic upon which man has always depended whenever he engaged in the impossible task of trying to effect miraculous and sudden changes in human nature.—*Stewart Paton in The Forum.*

We do not want either a reactionary leadership that but postpones revolution or a radical leadership that precipitates revolution. We want a leadership of intelligent readjustment that provides a permanent alternative to revolution.—*Glenn Frank, president, University of Wisconsin.*

Keystone

Smithers, Butte

PRODUCING FOR USE

The government experiments with setting the unemployed to producing for the unemployed. Women utilize government-owned cotton in one of the mattress factories recently established under relief authorities. Miners, forced on relief during a strike in Montana, were trained as butchers and packers to salvage meat from cattle slaughtered because of the drought

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The B Line to Recovery

How to Break the Stalemate in Production for Use by the Unemployed

By FRANK D. GRAHAM
Professor of Economics, Princeton University

WE might as well face the fact that widespread unemployment of competent workers persists solely because we are too flabby to banish it. The task of organizing the unemployed to produce for their own requirements is by no means stupendous and might be accomplished in any one of a number of ways well within the bounds of democratic action and the capitalist system. The inhibiting factor is not inherent but derives from inertia, prejudice, and vested interest. Inertia and prejudice must be overcome but vested interest need not be disturbed. This is fortunate since the interest in question is not illegitimate and, for the ends in view, honey will be more effective than vinegar.

Nearly three years ago the present writer proposed the organization of a nationwide system of production by unemployed workers, in existing factories, to provide for their own consumption. He then stated his conviction that merely local organization of the unemployed for this purpose could never score anything more than a modest success. The reasons are obvious. Small units cannot secure sufficient diversification except at prohibitive cost; the difficulties of exchange are in inverse proportion to the number and variety of products involved; production by a small group will not correspond with the desires of the group as consumers.

Despite these hindrances the later spontaneous effort of certain isolated groups of workers to recast their lives on a self-sustaining cooperative basis is one of the bright spots in the almost immaculate gloom of five years of depression. The obstacles to be overcome were well-nigh insuperable. Few, if any, of the groups had any cash resources; none had access to efficient machinery; managerial talent had to be developed from among men who had no education or training in this field; there was no diversity of skills; private industry was, in most cases, hostile; and even benefaction was prejudicial to success since private or governmental relief-payments to the wholly indigent were often more than equivalent to the returns from self-reliant efforts of this sort.

About a year ago the FERA began to make cash grants to some of these local cooperatives for the purchase of capital goods essential to any but the most primitive production. The total of these grants now runs to about a million and a quarter dollars. Three hundred thousand of this amount went to the Tennessee Valley Authority, which is as yet far from having expended the full credit, and the remainder was distributed among more than 200 projects.

The greatest development had been in California, especially in the Los Angeles area, but there were important cooperative units in Colorado, Michigan, Ohio, Washington, Idaho, Virginia, Texas, Minnesota and other states. Little, however, had been done in the way of new production of tangible goods. Attention was centred on the exchange of services or of surpluses of goods already in being. The FERA grants were decisive in pro-

THE tentative proposal of the FERA to fabricate relief shoes from its great store of drought hides was buried under the protest of the shoe industry. Mattress-making by the unemployed from surplus cotton is due to end when a million mattresses, not the two million promised, have been completed. The canning operations of the FERA are drawing fire from the industry concerned. Professor Graham's book, The Abolition of Unemployment, published in 1932, put the case for production for use in an original and forceful way. Undismayed by the attacks upon experiments in this field, he goes forward into new ground and in this article offers an arresting alternative to the glacier-like drift of relief which "persists because we are too flabby to banish it."

moting new production and, despite numerous failures, the results have fully justified an expenditure which, in comparison with the stupendous sums laid out in direct and demoralizing relief, or the various forms of pseudo-work, has been of negligible proportions. The best of the units have shown what can be done and have pointed the way to the larger effort which has long been urgent and, to all but the wilfully blind, is now obvious.

Federation of formerly isolated cooperatives, with interchange of goods between them, is well advanced in California and has demonstrated its effectiveness. The most interesting development at the moment, however, is in Ohio where the Ohio Relief Production Units Inc. is producing a considerable range of high-grade commodities, issues an attractive catalog, and enables each of the member workers to exchange his share in the output of his own factory for a variety of goods produced within the cooperating circle.

The Ohio project seeks to raise the standard of living of those already on relief rather than to make them wholly independent. The sole reason for this, however, is the opposition of existing private producers and distributors to the possible loss of the business arising out of relief expenditures. It is therefore felt to be desirable that relief payments should be continued.

The great bar to any extension of cooperative production is this antagonism of producers and middlemen to any output except through existing channels. This fear that extra-ordinary production will be at the expense of the restricted markets now open to private business is not justified but it is of paralyzing power. It is futile to point out the obvious facts that new demand can come only through new production; that without the purchasing-power that issues from production the desire for goods cannot be transmitted to the market; that recovery cannot possibly be brought about except by increasing output; and that, so long as entrepreneurs will not produce in advance of orders, the increased orders that they wistfully wait will be stillborn for lack of the wherewithal to buy. All these things are true but, on the other hand, it cannot be denied that new production may shift demand and thus injure some of the former suppliers.

It is equally futile, therefore, to attempt to assess responsibility for the present stalemate. Regardless of the merits of the case, little progress can be made toward recovery in face of the organized opposition of the producing and distributing class which is apprehensive for its livelihood. The greatest need at present is a program which will disarm this opposition and enlist support. The following proposals are made to that end.

IT is well known that many manufacturers now turn out substantially identical goods, under different labels, for different strata of demand. This practice should be extended until some or all of the producers of every type of consumers' commodities are manufacturing, in addition to their regular output, a B line of goods. To keep these goods from interfering with ordinary markets they should be produced and sold in exchange for special bank deposits freely transferable but not redeemable in cash. The process would be initiated through a central organization, governmental or private, which would place orders with all factories willing to undertake production under the prescribed conditions. Arrangements having been made with the banks to put the special deposit credits at the disposal of the central organization, payment in advance would be made to producers by check against these credits and all of the producers' expenses for labor and materials would in turn be covered in the same manner. The central organization would be repaid as the special deposits returned to producers on orders for goods from retailers. It would be open to any retailer to stock the B line of goods along with his regular line. These goods, and these goods alone, would be available to the recipients of the special deposit credits and they could not be sold for cash. In effect the special deposits would be redeemable only in the goods which issued from their creation and they would be extinguished when the circuit was completed. This would both procure the production and provide the means of sale of the commodities involved.

It would cost the banks nothing to put these credits on their books and they could not suffer any drain of cash. The banks, of course, would have to be reimbursed for their bookkeeping costs in connection with the new checking accounts. This could be done either through an interest charge on the original loan or by service charges on the individual accounts. All such charges would themselves be payable in the special deposit credits. It would of course be inconvenient, and expensive to the bank, to make many small payments by check but this could be avoided through the sale of cards by retailers with printed amounts to be punched out, as goods are delivered to the holder of the card, in the same manner as restaurants now sell and punch out meal tickets. Payment for these cards would be in checks on the special deposits.

THE method here suggested is merely an extension of the existing development of means of payment. The writer, for instance, receives his salary in the form of a bank deposit. He pays for almost all of his expenditure by check and has but little need for cash. So far as the bulk of his expenditures are concerned existing deposit credits are exactly like those here proposed.

The general acceptability of the special deposit credits would be a prerequisite to success. They would be used by all elements of the population including corporation stockholders who would take part of the profits of the corporation in this form. All elements of the population would thus be buying B line as well as ordinary goods and there would be no stigma on the use of this form of medium of exchange. It would be well that B line goods should not sell at lower prices than their counterparts in regular trade. Such a result could be assured by the taking of any requisite profits by the central organization.

The acceptability of the deposit credits depends on the attitude of a comparatively few big business men. Since they can make or break the project they must be convinced beforehand. Given their acquiescence it could be started on a modest scale and expanded or dropped as it proved successful or the reverse. Orders might be given, at the start, for such a volume of every variety of consumers' goods as would lead to the employment of, let us say, 200,000 to 300,000 new workers. Retail stores need at first stock B goods in the immediate area only of production of the B commodities and the raw materials thereof but, as profits were earned and special deposits distributed as dividends by the producing corporations, there would be a need for an expansion of outlets and it would be to the advantage of all retailers to supply it.

It would be advisable that all checks deposited by retailers be credited to their account with the central organization. Orders for B goods would go through the same wholesale or other channels as at present but the retailers' checks for these would give the central organization a clue to the direction of demand and thus to the placing of new and enlarged orders on the basis of competitive bidding. Retailers would of course pay, in checks

The Outcome of the B Line

THE promise of an early reduction, and later well-nigh complete elimination, of unemployment among competent workers.

The lifting of the burden of relief costs which now threatens either, an all but intolerable burden of direct taxation, or a devastating depreciation of the currency.

The employment of workers by ordinary process on useful work. Employers will, as usual, hire those they want and will discharge the incompetent. There will be none of the personnel difficulties associated with made-work and the output will be infinitely more useful.

The use of the ordinary machinery of competition as a determinant of prices and volume of the individual business. It will be almost as much a matter of indifference to producers and distributors whether they deal in larger measure in ordinary or in B goods as it is now whether they produce and sell one brand rather than another. All existing producers and distributors can share in the benefits of the new business if they so desire.

The fact that the purchasing power of the special deposits, however transferred or by whom eventually exercised, could not come into existence without the production which they will initiate and which they will clear from the markets. This production will be kept entirely distinct from existing cash output and sale.

The easy and immediate reversion to traditional methods as soon as production and employment is at normal levels. All that will be necessary is to remove the restriction on convertibility of the deposits into cash. Practically all economists are agreed that it is desirable to restore the volume and activity of private bank deposits and the excess cash reserves of the banks will easily support any increase which would be involved in the present project. No lending of the special deposits by the commercial banks should be permitted though this might be done by building and loan companies or any financial institutions which do not pyramid credit.

The impossibility of any loss of cash to any producer or participant. No cash is involved.

The payment of the wages and maintenance of the labor conditions prevalent in ordinary industry with the premium on efficiency established in the ordinary course of competition and the use of superior facilities of production.

The voluntary character of the whole process with potential benefit to each and every manufacturer, merchant or worker.

The furnishing of the best type of relief without any cost.

on their special deposits, for any extra help involved in the distribution of B goods and would receive their profits on this part of their business in the same medium.

The reemployment of workers could be stepped up at will by the central organization. A comparatively small start would leave large sections of our population still on relief. For these the government must, for the time being, provide. The tendency toward general acceptability of the special deposits could therefore well be enhanced by their receipt from producers in part payment of taxes or in exchange for FERA cash. Private business would then secure this cash directly. The government could turn the deposits over to relief agencies for distribution to the indigent or they could use them to supplement the cash income of government workers and thus restore some of the cuts in wages which have been imposed. The more workers employed the more generally acceptable would the special deposits become.

Space will not permit a fuller development of the ideas here broached. There would be some administrative difficulties but they would be small in comparison with those of certain administrative agencies now in being.

The writer is not unaware of objections that might be raised to his proposals. There will be some difficulties in connection with the allocation of overhead costs, with imported, and perhaps with agricultural, raw materials, and with transport. He believes that all these difficulties can be fairly readily met and could offer possible solutions here. This, however, would transgress the limits of this brief article.

On one point only does further comment seem necessary. It is often pointed out that the bulk of unemployment is in the capital-goods industries and that these must be stimulated if our problem is to be solved. Capital goods, however, have no raison d'être except as means to the acquisition of consumers' goods. If we expand the output and consumption of consumers goods we shall, as the existing capital goods wear out, need replacements of the latter and the demand for them will thus spontaneously develop. But to urge that we should now produce capital goods because we have the equipment is to insist that we should consume what somebody wants to produce rather than that we should produce what somebody wants to consume. There are, it is true, workers specialized in the capital-goods industries who cannot be reemployed until the latter industries pick up or these workers are re-trained. We should not forget, however, that in five years of depression a great number of former workers in the capital-goods industries have died or reached the age of permanent retirement and that a still larger number of adolescents have reached the age when they should be producing but, instead, are merely twiddling their thumbs. Both of these facts make any problem of adjustment, as between capital and consumers-goods industries, progressively easier of accomplishment. Our chief task, therefore, is to get production going along the lines of present demand rather than of past equipment. Every worker of every type tends either to consume the equivalent of what he produces, or to lend or give it to those who consume more than their own output. This is why we should never be afraid of production nor seek the absurdity of having more by producing less. The bee-line to prosperity is production of consumers' goods. The fewer the capital goods we need the better. We shall, however, need plenty.

TO "put across" the project here outlined will require publicity and propaganda. It is "strange." The same result could, however, be achieved, at some risk and with large initial —though not ultimate—outlay, on a cash basis and without any differentiation of ordinary and B line goods. Instead of seeking, through manipulation of money and other forms of pump-priming, indirectly to stimulate the employment and output which must come some way if recovery is to be achieved, is it not better to make a forthright attack upon the problem? We could thus assure immediately the end which we can otherwise regard only as a distant prospect fading, perhaps, forever as we move.

Men Must Work

By GERTRUDE SPRINGER

"RELIEF is simply ruining our nice little Middleville. Why, you can't get a man to do a day's work to save your life. They're all on relief if you please."

Miss Bailey had welcomed this caller with her reminiscences of happy, dead-and-gone vacations. But here was one of those sweeping generalizations that always got under her skin.

"Surely not quite all the Middleville people are on relief," she protested.

"Oh not all. In fact I don't know of any right in the village unless it's that one-legged man and goodness knows how he lives anyway. It's more over at the quarry. You know they've always been the odd-jobbers for the summer people and the year after the quarry shut down you could get all you wanted for anything you were amind to pay. But not this last summer. They all got on relief last winter and they were afraid of being put off if they did an honest day's work."

Miss Bailey remembered the great gaping quarry and the bleak little houses set back from its rim. Life was grim there at any time, and with work gone . . . "What makes you think they were afraid?"

"John Barton told me so. You remember him, five children and his wife looked like destruction. Not a tooth in her head. He said they couldn't get any relief until their last cent was gone, even the eight dollars and something saved up for a set of teeth for his wife. Pathetic, wasn't it? They must have been badly off for he said that on relief they at least got something to eat. Of course I thought he'd be tickled pink to earn two dollars extra, but he said it didn't work that way. That if 'they' —I suppose he meant the relief people—found out about any money earned they held that much out of the relief order and that if they 'got it on you' very often they put you off relief entirely. He'd decided that with winter coming on he'd better not take a chance. And would he clean up my woodshed for $2? He would not! Don't you think it's terrible?"

"Certainly something is terrible," replied Miss Bailey, beginning to figure on the back of an envelop. "Now let's see just exactly what his situation was. You paid him $2 a day and had him how many days during the summer? Four? Let's say five for good measure. So that's $10 from you. And the Dixons? Say $10 more. Anybody else? Well, say another $10 from all sources. So that's $30 for all his earnings during the summer, and that's really his year, isn't it?

"Now what does he get on relief? With five children he'd probably get better than average, but let's take that anyway —here it is in the last FERA figures from that state, $21.23 a month. So for the three summer months he'd get $61.69 against the $30 he would earn at odd jobs. And there's still the winter to think about. We-ell, just as plain dollars and cents I don't see how he could afford to take any chances, do you? It seems to me that relief is the only thread of security that he has."

"But Miss Bailey, that's awful. Why can't he have that extra money he earns? Goodness knows they must need it. Surely that sort of thing takes away all incentive to get out and hustle. Is it like that everywhere?"

"Worse probably," replied Miss Bailey grimly. "And it's going to be like that as long as we budget earnings as relief. It makes liars out of decent people and snoopers out of the relief workers—snoopers, yes, and liars, for we'd be less than human if we did not shut our eyes to some of the pitiful little subterfuges by which people conceal a few honestly earned dollars. We have a case right now that shows up the system to the queen's taste.

"HERE'S the card. Andrew Wilson, clerk, three children, unemployed two years, on relief a year, $10 a week. A month ago he got a swell job, $25 a week, and supposedly permanent. He paid a few dollars on his debts, bought shoes for the children and made the first payment on a decent suit and overcoat to wear to work—all perfectly reasonable expenditures. But at the end of two weeks, with his pay legitimately spent, he was let out and had to come back to us for relief.

"And now listen to this," Miss Bailey leaned across to her visitor, "We couldn't put that family back on relief for three weeks. His $50 earnings figured out to five weeks' relief at $10 a week, and under the rules there wasn't a thing we could do for him though we knew he hadn't a cent. God knows how they're living—the wife was in the other day to ask if there wasn't some way to shorten the time. They've pawned the new shoes and sent the suit and overcoat back to the store. She says her husband raves against the government and that if this is the way it treats him it can just go on supporting them until they rot."

"I guess relief is terrible any way you look at it," said the visitor as though it were her own idea.

"You don't have to guess about that. That's one thing you can positively know. And there's a generalization that even I won't quarrel about."

In the whole gamut of relationships between relief worker and client there is probably none more delicate or more pregnant with conflict than that which touches on attitudes toward work and earnings. Pride, fear, hope, self-respect are all part

Miss Bailey Says . . .

It's funny, but men still think that work and wages are their own business. What can a relief worker do for instance when—

A man refuses odd jobs for fear he'll be "put off the relief"?

A skilled workman, his family a year on relief, refuses a pick-and-shovel job because he has heard that his old plant is starting up—and there isn't a chance of it?

The father of five quits his third job in three months because "The boss picks on me"?

An old bookkeeper haunts the office begging for "just any work" instead of a grocery order, and hard manual labor is all there is?

of the human equation with which the relief worker must deal when a food order comes in at one door and a wage at another.

"One of the troubles with this relief business is too much shepherding," said a supervisor in an industrial city where a good third of the population is on relief. "Our methods are too often like herding sheep, with us as the dog. It's bad enough in relief but if carried over in relation to earnings it's demoralizing and dangerous. People have stood for an incredible amount of bossing from relief workers, but they won't and they shouldn't stand for it in regard to work and wages, however small. Take for instance the kind of work a man gets a chance to do. Most people think that a man on relief should jump at any kind of a casual job that comes along. Most men do, though the job may represent the loss of every standard they have ever had. But occasionally one of them stands his ground and then we have a situation that only common sense can meet.

"We have such a case now and I don't know yet how it is going to turn out. This Fred Farrell was a skilled machinist making his $60 a week and never out of work until the plant shut-down in '31. About a year ago the family had to go on relief. We count them one of our 'good' families, though heaven only knows what we mean by it. The man has never lost hope that the plant would reopen though he has steadily hunted work elsewhere at his trade. About a week ago we had a chance to place him in a pick-and-shovel job, $2 a day, that would probably last all winter. And he wouldn't take it because he had 'inside information' that the plant was to reopen almost any day and he'd have his old job back. Unfortunately it just wasn't so—that plant is closed for good. We gave it to him straight and told him that he could always quit the $2 job if a better chance came along. But he said, 'No, I'm forty-five years old. If I go to the pick-and-shovel now I'll never get back to the machine. We'll starve if we have to, but lady, please don't ask me to give up. That I can't do.'

"Of course we could have cut off relief and let him try starving for awhile. But what good would it have done to break his spirit and destroy the thing he lived by? For this particular man relief is less demoralizing, it seems to me, than a break-down of his standards. So for the present we're just going along with him. Of course another man snapped up the pick-and-shovel job and went off relief, so as far as money is concerned we come out at the same place. But I wish industrial recovery would hurry up. There are so many Fred Farrells."

Workers whose experience is wholly with unemployment relief often find themselves baffled and irritated by clients who do not fit the general idea that any man on relief should fit any humble job he can get. But the old timers know better.

"Just because a man needs a job terribly is no reason he can do it," said the head of a county department out of whose long experience has come a keen sense of the individual no matter how great the mass in which she finds him. "We know that there are many men so unstable in their work habits, so handicapped by personality kinks, that depression or no depression, unemployability and dependence is almost inevitable. For thousands of men the depression has merely hastened the process. But because we are all so temporary-minded about unemployment relief we continue to treat them as though they were emotionally stable. One of our staff came in the other day all burned up over Bill somebody-or-other with a wife and five kids who had quit his third job in three months and was in line for relief again. The boss picked on him, he said, and there were some things he didn't have to stand.

"How well I knew Bill! I had known him and his likes from my first job in social work, and so has every other social worker of my age and weight. Whatever he may have been at the beginning of the depression he is not now, in all human probability, an unemployment case, but a fairly advanced case of unemployability. Just digging up another job won't help him—each new job is only a fresh irritant to his incapacity. Much better use those precious jobs for men with an even chance to make good, which poor Bill doesn't seem to have. Meantime it's up to us to get along with him, and not expect more from him than he has to give. To scold or belittle him will only break him down still further."

THAT hybrid mixture, work relief, where pay is neither straight wages nor straight relief, raises many issues which are really of points of view but which can easily become conflicts unless the relief worker has common sense enough to keep hands off.

"There are so many things that we fight about just to prove someone wrong or ourselves right," said the supervisor of a small-city district. "One of our staff is hardly speaking to me these days because I refused to OK her recommendation that a certain family be cut off relief because the mister refused to take a work-relief job offered him, and stood on his 'right' to relief with no strings on it. Now, I ask you, why, with a hundred men in this district clamoring for work relief, we should quarrel with this man? We're none too clear ourselves on the 'right to relief,' and since there isn't enough work anyway why not let him stand on his right if he wants to. Maybe it is his right. I don't know. Do you? Anyway I can't see that it is our right to use relief to convert him by force to this or that social philosophy. And a fine conversion that would be!

"A much greater grief to us is the man who claims the right to work and we must hand him a grocery order. I suppose I am one of those hard-boiled social workers you read about, but I tell you I'm going to pop pretty soon if we can't find a job for a frail, white-headed bookkeeper who's been on home relief for two bitter, humiliating years. He simply haunts us, begging for 'just any work' and all we have is the hardest kind of manual labor where he wouldn't last an hour. I've told him plainly just how it is, but he says, 'You ladies don't realize that we old fellows are tough—just like steel springs.' My reason tells me that he is all through, that he and his wife are doomed to relief as long as they live. But I can't accept that for him, not while his courage and spirit remain unbroken. Some day we'll have old-age pensions. I hope they don't come too late for such as he.

"What can we do about him? Practically nothing. We can keep on beating the bushes for some kind of a job within his

THIS series of intimate discussions drawn from the day-to-day contacts of workers and their supervisors with the predicaments of families on relief, has been reprinted from the beginning, March 1933 through June 1934, in two pamphlets, Miss Bailey Says. . . . Thirty cents each, postpaid from The Survey.

strength. But we haven't found it yet. Kind to him? Good heavens, what do you think we are around here? And who are we to make a virtue of 'kindness' to a man whose plight is a humiliation to every one of us, including you. This talk of 'kindness' to such people makes me a little sick."

There is something deeply personal in a man's attitude toward work and toward money earned by his own labor. He simply cannot think of that money as relief. Yet under the rigid rules prevailing in most places earnings in a home where relief is still a necessity are subjected to as much supervision and control as the grocery order. "The whole trouble," say supervisors generally, "is that rules are made for the occasional chiseler and not for the great decent majority who bitterly and properly resent being treated like chronic paupers. It's bad enough when only relief is involved, but disciplinarian methods applied to a man's handling of his own earnings breaks down a quality of independence that Americans have always thought was pretty important."

A Step Left

By PAUL S. TAYLOR
Department of Economics, University of California

IN these stirring times there are many who inquire, with varied emotions, whether the American Federation of Labor is itself really astir. Most powerful of our national organizations of workers, bearing the brunt of attacks from employers who resist bargaining with trade unions and from those of the left who chafe at its traditional conservatism, its annual convention is inevitably a guidepost whose distance and directional significations are carefully scanned. From this point of view the San Francisco convention of the Federation held October 1–12 is notably more interesting and important than usual. With caution and conservatism still much in evidence, in sessions which were neither revolutionary nor charged with the fervor of crusade, its actions nevertheless exhibited more responsiveness to changing conditions than at any time since the War.

Of outstanding importance to organized labor is the outcome of its bid for leadership of workers in the mass-production industries, in which it has never been able successfully to establish itself. Its present organizing drive, heartened by Section 7-a of the National Recovery Act, has been conducted largely through local "federal" labor unions chartered directly by the Federation. But as dependencies of a larger body dominated by craft, rather than by industrial unions, their ultimate status has been uncertain. In the effort to draw workers into the Federation from such industries as automobile manufacturing this uncertainty is serious. As a delegate from the Typographical Union said:

> . . . the greatest obstacle to organization in the mass-production industries is, first, the fear that after these workers are organized from the outside they will be divided into various organizations and thereby their economic strength will be destroyed. They believe, rightly or wrongly, that for their protection it is necessary that they should be members of the same organization, so that an injustice to one becomes an injustice to all, that a matter which affects the interests of one is a matter which will affect the interests of all. I say . . . there is reason and logic to support that belief.
>
> The second obstacle is that some of these workers fear that in the drawing of strict jurisdictional lines, the opportunity for continuous employment will be affected. . . . One day they may be engaged upon work that would come rightfully under the jurisdiction of one organization, and, in order to be continuously employed, at other times they are engaged upon work that would rightfully be considered under the jurisdiction of another organization.

Recognizing, therefore, that "in many of the industries in which thousands of workers are employed a new condition exists requiring organization upon a different basis to be most effective," the convention ordered that charters be issued "in the automotive, cement, aluminum, and such other mass production and miscellaneous industries as in the judgment of the executive council may be necessary to meet the situation." Thus the tactic of industrial unionism, historically the focus of struggle between radical and progressive on one hand, and conservative on the other, won far clearer recognition than it has ever been accorded before.

The event is symptomatic of a fundamental trend in the composition of Federation membership. During the past year the entire gain in voting strength in the convention was 3879 (one vote equals 100 paid-up members), or 17 percent. But five industrial unions alone—the brewery, men's clothing, ladies' garment, oil field, and textile workers—representing only 563 votes in 1933, had increased to 3100 votes in 1934, or by 451 percent. Furthermore, the mine workers' (industrial) union, without changing its voting power of 3000, was actually in a greatly improved strategic position as compared with 1933. The strength of industrial unions within the Federation, then, is already on the increase both absolutely and relatively. With the impetus, direct and implied, given by the San Francisco convention to industrial unionism in automotive, cement, aluminum, rubber, iron and steel, and other mass-production industries, the balance of power may be expected to shift rapidly during the next year or two in favor of the industrial unions.

THE shift in that direction, as Andrew Furuseth stated, "will bring thousands and thousands of men into the labor movement." Furthermore, it will enable them to deal with employers in basic industries on more advantageous terms. But its significance lies perhaps even more in the fact that industrial unionism tends to nurture militancy and class solidarity, subordinating the closely knit interests of craft to the broader interests of class. Particularly in the mass-production industries where the machine has had full sweep and the vested interest of craft skill has little scope, such a result appears highly probable. So the Federation has taken a step left; though it has not gone far, the shift is basic, and its effects for some time to come are likely to gain momentum and to prove cumulative.

Two important groups of little-organized laborers—Negroes, and agricultural and cannery workers—presented significant appeals to the convention. A. Philip Randolph sought to improve the position of the sleeping-car porters' organizations by elevating them from "federal" locals to the full-

fledged status of an autonomous international union. With his consent, the proposal was finally referred to the executive council for "earnest consideration," where the appeal for "the first international charter to an organization composed of Negro workers" will be weighed against the claim of the white conductors to jurisdiction over the porters. The request that the Federation provide a Negro general organizer, which in previous years has been recommended to the executive council with the proviso "if funds permit," was forwarded this year with "suggestion for favorable consideration."

Representatives of agricultural and cannery workers obtained endorsement of organization of these groups under the banner of the AFofL, an instruction to the executive council to "work out" a conference of delegates from interested federal labor unions in order "to devise better means of organizing these workers," and reference to the executive council of the request for a regional form of organization for migratory seasonal workers. They failed, however, to obtain reduction of Federation dues, initiation fees, and per capita tax for this class of worker. Clearly, while gains in status were made, the Federation has not yet seriously grappled with the problem of organizing rural laborers. As the convention was voting, a conservative California oil worker remarked, perhaps too cynically, that the convention was "tossing them to the Communists." Communists have been notably active in leading rural strikes.

Outlining a program of social legislation, the convention went on record in favor of the six-hour day and five-day week with "no reduction in weekly pay," reiterated the stand of the Federation in favor of unemployment and health insurance and old-age pensions, approved maternity benefits, and recommended ratification of the federal Child Labor Amendment.

THE National Recovery Act was hailed as a move "in the right direction" which, however, "falls far short of meeting the needs of the situation." Reduction under the Act of labor and home work by women was commended, but marked dissatisfaction with wages and hours under NRA was voiced. Particular complaint was made of lack of enforcement of codes, together with the manner in which they were framed:

> Nothing less than representation of labor on the code authorities and equal representation of labor on all governmental boards and commissions dealing with labor and industrial relations will overcome the present unsatisfactory state of affairs.

Citing "cynical defiance" by "anti-union concerns," the convention approved modification of the language of Section 7-a of the Act, which provides for collective bargaining, in order to "make official misinterpretation impossible" and to "definitely outlaw company unions."

The convention requested that the Federal Emergency Relief Administration raise the maximum amount of family relief to accord with increase in the cost of living, that the President revive CWA, and that greater representation of labor on citizens' emergency relief committees be accorded. One resolution introduced by the conservative United Garment Workers opposing "government invasion of business," particularly in manufacture of garments and shoes, and another protesting against any requirement that a "pauper's oath" be signed as a prerequisite to obtaining work relief and asking that trade unions be made judges of eligibility for such employment, were referred to the executive council.

Jurisdictional disputes as usual occupied some of the time and energies of the delegates. The Brewery Workers were unsuccessful in their efforts to retain jurisdiction over teamsters, engineers, and firemen employed in the brewing industry. And the recalcitrant Building Trades Department was finally forced to admit to membership building-trades unions which were in good standing with the Federation, even though political power within the department was shifted to the right by so doing.

Enlargement of the executive council from 11 to 18 members attracted much attention. But whether the increased representation will actually enhance the value of the council to the Federation, or whether Andrew Furuseth's recommendation was wiser may perhaps become clearer in the future. He urged that since the council is not intended as a policy-making body, it needs not greater representation, but more authority to employ experts to present "more complete and unprejudiced facts" to the convention.

AS usual, Communists received short shrift from the convention; their "rank-and-file" resolutions were voted down, and they were condemned for attempting to:

> bore within the trade-union movement . . . for the purpose of destroying the trade-union movement by making it a part of the Communist political party so that the . . . objectives of the Communist party could be put into operation in the industrial field.

Alteration of the traditional non-partisan political policy of "rewarding friends and defeating enemies" in favor of establishment of a labor party, was rejected. The convention affirmed its support of public education "from the kindergarten through the university" and condemned tax reductionists' efforts to curtail its complete functioning. Teachers were urged to organize for collective bargaining and to develop "such a loyalty that no teacher will accept the position of any teacher unjustly dismissed."

Addresses attacking European Fascism by President Citrine of the International Federation of Trade Unions and others made a strong impression upon the convention. The Federation boycott of German-made goods was continued "as a most effective weapon in weakening the Nazi regime." With an eye to American conditions the convention declared that since "anti-syndicalist and labor sedition law are frequently used for the purpose of preventing trade unionists from the full enjoyment of their rights as wage earners and free men," the Federation should support efforts of state federations to have these laws amended or repealed. Facing the growing pressure from the right, it was pointed out that:

> Under the guise of protecting and perpetuating the guarantees of human liberty contained in the Federal Constitution [some financial and industrial groups] are seeking to undermine the most essential provisions of the Declaration of Independence and the Bill of Rights incorporated in the Federal Constitution.

Thereupon the convention unanimously resolved to protect:

> . . . constitutional rights by uncovering and exposing all those who under the mask of patriotic motives endeavor to destroy equality of rights and opportunities for all, and set up in place of a government founded upon free institutions a control over government founded upon the power of wealth.

The American Federation of Labor still remains what it has always been, a federation of trade unions with the essentially limited, yet important objectives of trade unions. At San Francisco it manifested in significant fashion that basic flexibility, and the ability to hold widely diverse groups together, which has given it high survival capacity in the past. By reorienting its structural tactics to meet changing conditions, it has opened the door to a new era in its own career.

Five Hundred Delinquent Women

A Study of How They Got That Way and of What Became of Them

By IRA S. WILE, M.D.

RATIONAL penology involves a study of background, capacity and experience as the basis for a program likely to prove serviceable in individual reformation. Prison and reformatory records ought to provide classification of human material in terms of potential reformability. But our knowledge of human behavior is imperfect, and our factual information concerning the influence of heredity and environment is scarcely more than an outline. Taking into account our need for better understanding and procedure and our gaps in dependable knowledge, the Institute of Criminal Law of the Harvard Law School made possible an analysis of five hundred delinquent women,[1] paralleling an earlier study of males by the same authorities.[2]

The women studied by the Gluecks had undergone an average imprisonment of one and a half years in a women's reformatory at Framingham, Massachusetts; had had a period of parole, and then had been returned to society. Dr. and Mrs. Glueck gathered and verified vast and varied data concerning the group, mainly sex delinquents, before, during and after commitment and parole. The authors frankly state that their judgments are predicated not alone upon the validity of the materials gathered, but upon the method of gathering them. Every student will appreciate the statement that "mathematico-statistical manipulations, coefficients and Greek symbols do not assure the reliability of the original materials that enter into a piece of sociologic research."

One careful definition raises a definite statistical question. "Non-delinquent" is defined as "no police or court record, and no misconduct for which the individual might be arrested, as drinking, abuse of family, stealing, etc., i.e., no 'unofficial' misconduct." To include both "official" and "unofficial" misconduct creates a difficulty because there is no control check on "unofficial delinquency," "unofficial" being defined as "delinquency for which the person has not come to the attention of official agencies of the law." Such a definition, if applied to the great majority of us, would have dire implications. Thus to estimate behavior in terms of "unofficial" factors would imply that all persons who keep borrowed books, engage in "petting" or indulge in pre-marital sex experience are in the category of actual delinquents. To compare a reformatory group with a non-reformatory group, weighing the "unofficial" evidence, places the reformatory group at a disadvantage as compared with the great mass of women who have not been guilty of "official" misconduct.This is important because it influences some of the interpretations. To what degree is one to assess sex irregularities during a five-year post-parole period as compared with the practices of women of similar physical and intellectual endowment who have no "official record"? Such questions become significant in a study devoted to women whose sexual problems constituted their primary difficulty.

The principal component of misconduct prior to commitment is rated 66 percent as "official record" and 34 percent as "unofficial"; during parole, 42 percent and 58 percent respectively; during the post-parole period, 51 percent and 49 percent. Delinquent behavior was 99 percent prior to commitment, 55 percent during parole and 76 percent during post-parole. Is it just to have this post-parole record heightened by "unofficial misconduct"? Comparing the figures for sex-experience as reported by Davis and by Hamilton and Dickinson, it is obvious that "unofficial" misconduct is well represented in a group of individuals who are never charged with official misconduct and hence are not labelled "delinquent" or "criminal."

The statistical analysis of family background is highly interesting, if discouraging. There are high proportions of children of foreign-born parents, aliens and illiterates with low occupational status and marginal economic circumstances and dependency, squalid homes, squalid neighborhoods, many victims of mental diseases with marked emotional difficulties. Only 10 percent of the five hundred delinquents came from unbroken and adequate homes. The factors of inferior parentage and degenerate homes raise a difficult question of social responsibility, especially as 81 percent of the girls had the pattern of delinquency and criminality among other members of the family. Only 40 percent of the five hundred delinquents had been rated as average or above in intelligence. These weak adolescents lacked constructive interests and wholesome companionship when they were caught in the conflicts of the difficult 'teens.

THE first sex experience, typically at seventeen years, usually voluntary, was highly correlated with other forms of misbehavior. Lack of control of the sex impulse dominates the gradual deterioration eventuating in arrest and commitment after a dreary record of prostitution, illegitimacy, promiscuity, early marriage, failure in marital adjustments. The reformatory received them after they had been through the whole range of correctional and punitive devices. It was asked to transform these defective, diseased and anti-social misfits, into wholesome, decent, law-abiding citizens. Of the group, four fifths with venereal disease, limited capacity, feeblemindedness, emotional instability, only two fifths under reformatory direction evidenced innate power and capability of becoming efficient workers before they were released on parole.

Many of the parolees showed some improvement, mainly due to continuous supervision; there was marked recidivism after release from the potential threat of a return to the reformatory by the parole officer.

During the five years after release from parole many factors in personal improvement persisted: decreased restlessness and greater household stability; fewer forced marriages and more responsibility toward children; better family relationships and occupational adjustment, but these adjustments were less numerous during the post-parole period than during parole. Three fourths of the group were recidivists for part or all of the post-parole period. This reveals more weakness in the social machinery than in the girls! If three fourths "repeated,"

[1] Five Hundred Delinquent Women, by Sheldon and Eleanor Glueck. Introduction by Roscoe Pound. Knopf. 539 pp. Price $5 postpaid of The Survey.
[2] Five Hundred Criminal Careers, by Sheldon and Eleanor T. Glueck. Knopf. 1930.

what did the reformatory accomplish? What was the benefit of parole?

But what, after all, is the reformative value of a year and a half in an institution, a period admittedly hardly sufficient to rebuild health, give adequate vocational training and develop acceptable attitudes to offset the anti-social viewpoints and habits which led to commitment. Is the up-grade trend due to contact with the supervising parole officers? How far does the personal endowment of the women themselves and the intervention of favorable but chance factors account for their rehabilitation? If improvement is due to the reformatory influence and to parole, to what is the high percentage of recidivism attributable? Can one forecast reformability or the particular type of treatment most likely to be efficacious, or scientifically select those most likely to benefit by parole?

An Audit of the Situation contemplates possible answers. Three categories of offenders are made: A, (15.2 percent) non-delinquent after release from parole at the expiration of their sentence; B, (65.4 percent) delinquent during parole; C, (19.4 percent) behaved well during the parole but reverted to earlier patterns after the expiration of the sentence.

Mentality constituted no particular index of reformability. Reformation, when it occurred, could not be directly attributed to the reformatory but rather to the favorable makeup and background of the individual. Similarly, recidivism was related primarily to the character of the delinquent.

Between the immediately reformed and those who continued their delinquencies was a well-differentiated upgrade group; yet society endeavors to apply the same reform measures to all. Reform, however, depends first on a favorable endowment and then on the conditions to which the reformable individual will respond. The study of these two factors must provide the basis of a scientific method. Society requires some mode of determining which types of individuals will respond to which types of experience. Only upon such data may we hope for an effective reformational program.

THE Gluecks, shifting from descriptive analysis to statistical synthesis, offer valuable tools to measure the degree of likelihood that this girl or that will persist in her delinquency. They have drawn up a table indicating the rate of non-recidivism and success on the basis of five pre-reformatory factors; retardation in school, neighborhood influence, steadiness of employment, economic responsibility, mental abnormality. This device offers aid to a judge in determining whether a particular delinquent should be placed immediately on parole. Time and trial alone can prove its reliability.

Which committed delinquents should be paroled? A prognostic table for the parole authorities involves the additional consideration of the kind of worker the delinquent proved to be in the reformatory. To establish the time for release from parole, the recreation habits and the interests of the delinquent during the parole period become an additional consideration. The use of such prognostic tables would mark a forward step in the treatment of female delinquents. It is a sane, far-sighted policy to consider the life factors of individuals before and after commitment in relation to their probable future patterns of life. Judges can clearly see the delinquent only in relation to his life history and setting. Neighborhood influence, economic responsibility, familial relationships, household stability, are inwoven with each personality. This is the human side of penology.

Law enforcement and reformatory treatment can be successful only by taking cognizance of the essential makeup of the delinquent and the criminal. Society is still in a fact-finding stage and adventuring in many fields of human research for consistent data, rather than persistent theories. The accumulation of facts is merely a prerequisite for careful interpretation. Only those who like the Gluecks bring disciplined intelligence, social courage and a trained capacity for analysis and synthesis are fitted to note and check social thinking and processes.

Backwoods Relief

RURAL problem areas, where relief and rehabilitation present difficulties which do not yield to ordinary measures, are being examined by the research division of the FERA with a view to a permanent program. Such areas include: the Lake States cut-over districts; the cotton-growing region of the Old South; the Appalachian-Ozark region; the short-grass, spring-wheat region; the winter-wheat region and the western cotton-growing region. Preliminary reports from a few sample counties indicate the extent of the problem with which any program must deal.

A typical county in the cut-over district of Wisconsin, left ravaged and desolate by the lumbering of a generation ago, has a population of 12,670, more than half of which live on farms of sorts and 26 percent of which are on relief. The most important proposals here are extensive reforestation, transfer of families from sub-marginal land and the revival of the summer-resort business. The realistic though discouraging observation is made that "rehabilitation of most of the families receiving relief will be dependent on regular employment as only a minority of them seem qualified to operate farms successfully."

In a cotton-growing county of Alabama, its population 75 percent Negro, about a third of the present rural relief roll will probably require permanent help on account of age, disability and various other incapacities. Of the Negro households now on relief more than 60 percent will, in the opinion of the investigator, need continued financial assistance. Effort is being made to rehabilitate selected families on the land but supplementation with relief is an obvious necessity.

A mountainous Tennessee county has a population of 13,000, all rural. Major factors contributing to the relief load are low agricultural prices and the lack of opportunity for part-time work. Forty-one percent of the relief cases studied are believed to be incapable of rehabilitation under the FERA rural plan. There are in the county no provisions for mothers' pensions, old-age pensions or veterans' relief, and an irreducible minimum of local out-door poor relief.

A SOUTH DAKOTA county, part of the old Rosebud Reservation, has been over-populated since it was opened for settlement in 1909. In June more than 55 percent of the people were on relief. "The county presents a picture of desolation hard to duplicate in an agricultural area," says the FERA investigator. "Successive years of drought and grasshopper plagues have almost completely destroyed the vegetation and left the soil bare. . . . Any program of rehabilitation must face the fact that little can be done to reestablish the excess population within the present borders." Subsistence farms and local industries do not appear practical for this area. More desirable, it seems, is a removal of some of the population "now, while they are in a frame of mind to transfer to areas where a livelihood is more secure."

Heading Up the Housing Program

By LOULA D. LASKER

THE age of miracles is not over! Some seventy of the country's leading housing experts, architects, city planners, government housing officials, university professors and others who have long had a practical interest in housing, have agreed on a national housing program! The miracle took place last month in Baltimore when they were brought together by the National Association of Housing Officials to discuss the findings of an international commission which had made a six-weeks tour of the United States, examining housing conditions in twelve cities and conferring with officials and other leaders of thirty-six cities as far west as Minneapolis and St. Paul and as far south as New Orleans.

The Commission was headed by Sir Raymond Unwin, technical advisor to the Greater London Regional Planning Committee, a pioneer in promoting England's post-war housing program; his associates were Dr. Ernest Kahn, former manager of the municipal housing enterprise of Frankfort-on-Main, Germany; and Alice Samuel, member of the Council of the Society of Women Estate Managers of Great Britain. They were accompanied on their travels by two Americans, Henry Wright, architect and veteran student of American housing problems and Ernest Bohn, president of the NAHO.

The Baltimore conference was no gathering of yes-men ready to accept recommendations without subjecting them to the most minute and critical analysis. Only a program written by a committee so eminently qualified to appraise the American situation could have survived as did this one largely in its original form.

Divided in six main divisions the program does not attempt to answer in detail every question that may arise; it does however lay down general principles as to adequate housing standards and how to achieve them. The proposals are largely pragmatic, based on the actual housing experience of European countries geared to American conditions.

The six divisions cover in turn questions of: (1) responsibility for securing adequate housing for the low-income groups; (2) the respective places in a public housing program which should be assigned to federal, state and local authorities; (3) the elements of a sound financial scheme; (4) distribution and location in relation to city and regional plans, lay-out of sites, type design and construction of dwellings; and the factors determining and limiting the use of each; (5) skilled management as an essential element in any solution of the problem; and finally (6) the interdependence of all.

A treatise obviously could be written on any one of them. In each case the mere outline for discussion covered three to four pages and the final report will constitute a thick book. An attempt to summarize in 2000 words the ground covered can barely touch the high spots. Those who are professionally interested may secure the report from the National Association of Housing Officials (850 East 58 Street, Chicago) in concise form, soon—in an expanded form, later.

It is a temptation to tell in detail of the half-dozen sessions which were held under the able chairmanship of Louis Brownlow, of the Public Administration Clearing House. Little time was wasted in criticising or justifying the lack of effective performance on the part of the government to date, but there was general recognition that time is of the essence, and that the great opportunity offered today to push low-cost housing is slipping in part because of the lack of a definite program.

Throughout, two distinctions were stressed—first, that slum clearance and low-cost housing are not necessarily identical and that over insistence on the former may actually prevent the achievement of low-cost housing; and second that today public housing must be approached both as an emergency measure to promote industrial recovery and as a permanent charge on good public administration. The conference took place a week before the President's recent announcement of enlarged housing operations as a major part of the continuing public-works program to be presented to the next Congress. "This phase of the work is tremendously important," said Mr. Roosevelt, "because not only would it cut unemployment, but would raise living standards by giving under-privileged persons a chance to live decently."

In its first section, the report puts responsibility up to the public on the grounds that good social policy demands that everyone be given the advantage of housing of at least minimum standards, and that experience has definitely shown private enterprise to be unable to supply it. A public-housing program does not mean, however, solely housing built at direct government expense. Private or public low-cost housing achieved through the use of low-cost public credit has an important place. American experience to date notwithstanding, limited dividend, cooperative or other non-subsidized building agencies may constitute an important segment.

Public responsibility is threefold. It must be shared by federal, state and local authorities. The federal government, it was held, should offer financial assistance, and the use of its credit on terms that will spur to action; should exercise and encourage the adoption by other political agencies of suitable legislative and administrative powers; should formulate standards and coordinate all branches of the work; collect and distribute relevant information; undertake research and make trial demonstrations.

IT was held to be the duty in turn of the states to pass measures setting-up appropriate housing agencies, state and local. Furthermore states should undertake regional oversight and be prepared to give all help possible—financial and legislative—to local agencies.

Upon local government is placed the final responsibility for providing adequate accommodations for its citizens either through existing local agencies or new ones created for the purpose. Such agencies would range from committees of elected city councils (the method common in England) to specific housing authorities, boards or various types of limited-dividend companies. A warning is struck, however, that although such decentralization is desirable, it cannot take place until sufficient local sense of responsibility and interest is aroused. Here enters the need for a national program of public education for the NAHO and the federal leadership to tackle aggressively.

No attempt is made to outline in detail an appropriate financial set-up. Certain principles applicable to both limited-dividend and public housing are set forth, the widespread application of which should reduce building costs. Their adop-

tion would, quite apart from resort to public subsidy, increase the number of dwellings within the reach of the lower-income group. For example, it is pointed out that proper care in design, construction and purchase of materials along with the cooperative ownership and management of property should prevent many risks inherent in ordinary real-estate operations. These risks include high vacancies, changes in class of occupants, and excessive repairs and insurance, the elimination of which will justify a longer period of amortization and lead to lower rents. In the case of limited-dividend companies it is recommended that the risk should be more equitably distributed between the loan and the (usual) 20 percent equity.

When direct subsidy is resorted to, two methods are suggested, grants toward the capital cost of the dwelling, or annual or periodic grants toward reducing rents or aiding the tenant to pay. The first, grants toward meeting the capital costs of dwellings, is appropriate when building must be done at times of inflated costs (as after the Great War) or in cases of slum clearance where high land values and the demolition of useless buildings cannot be covered by rents payable by the low-income groups. The second method takes the form of annual or periodic grants to local agencies toward reducing rents and is revisable as circumstances change. When it comes to aiding tenants to meet their rents the matter comes within the sphere of the social services and should be included in some form of unemployment insurance or other assistance.

THE English plan in slum clearance is offered as a model in grappling with initial losses due to tearing down useless and obsolete buildings and taking over land held at high prices. There the owner receives no remuneration for unfit buildings, and for the land only what it is worth for its appropriate housing use. Pending the passing of corresponding legislation here, American housing authorities must be in a position to absorb such losses attendant on slum-clearance projects.

So much for financing. Now as to where and how to build. No blanket answer can be made as to whether a central site, a suburban site or a new satellite city is preferable. Local considerations must be weighed such as accessibility to jobs and centers of culture and the possibility of protecting the neighborhood character of a development. That the housing shall be of such a kind as will maintain its value at least through the period of amortization must always be kept in mind.

Likewise comparative advantages vary with the individual project, as between the single-story, one-family detached house; the 2-story single dwelling, built in groups of 2, 4, 6 and 8 arranged to form one building; the 2- or 3-story flat-dwelling; and the multi-story apartment house. In general it may be said the detached dwelling is seldom economical in cost, while the 2-story group offers most of its advantages while permitting great economies. Unless the three-story variety is adopted the flat type should not be considered. If combined with space adequate for light and air, multi-family construction may be preferable to a settlement of 1- or 2-story dwellings unduly crowded together without space for gardens.

Houses properly financed, built and located. Is that the end of the story? Our European friends tell us emphatically no. Here enters the problem of management. The success or failure of low-cost housing, the report states, depends on the way it is handled once it is put to use. A very different kind of management is called for in governmental-aided housing provided to meet present social and economic needs from that customary in commercial properties developed for sale and profit. Such management must be responsible not only for the economic success of the project, but also for securing the maximum social return to the community.

The first function of the manager is to select the tenants. This problem if handled badly will result in the creation of new problems. Next, the collection of rents—and here there is only confusion if arrears are allowed as a relief to poverty. On the other hand, this business relationship affords current opportunities for lifting standards of occupancy. Maintenance and repairs must be handled promptly and efficiently and tenants encouraged by the responsible attitude of the landlord to take a great pride in their houses. In the case of slum-clearance projects, the manager should work with the proper authorities in arrangements for the rehousing of the displaced households. The urgent need for organizing training courses for housing managers was pointed out. A number of projects are already on the way, and within twelve months several should be completed.

Management of the kind advised based on the Octavia Hill system—already an organized profession abroad but distinctly a new field in the United States and one which provides an excellent field for women—will be discussed at an early date in The Survey by Miss Samuel, who presented this section of the report at the conference.

As to community activities, the report says:

> . . . although an intelligently planned project should include provision for social, recreational and educational life of the tenants, obviously each undertaking would require different arrangements and while the place it should receive in the administration should be settled at the outset, better results are obtained if developments of this kind follow the invitation of the tenants.

Our overseas mentors ended their program with a final warning, the need for recognizing the interdependence of all the elements in a rounded housing program. Provision of sufficient new dwellings for the lower-income groups; clearance of slums or decaying areas; reconditioning of neglected buildings; abatement of overcrowding in dwellings; skilled management of all dwellings in each category—all need to be coordinated in relation to broad planning and to the activities of private enterprise. Not an idle caution, for according to these authorities:

> . . . the full benefit of much of the housing activity in England and other countries has hitherto not been secured because of the failure to frame and to work toward any complete policy.

According to Sir Raymond Unwin here in this Baltimore formulation we have the most complete housing program ever written. Unless we hasten to give it effect, Dr. Kahn pointed out, we shall be wholly unprepared for the housing shortage which is slowly but surely creeping upon us. The National Association of Housing Officials has shown the way toward the rehousing of that much discussed two thirds of Americans today inadequately housed. The adoption of such a program hangs on the public demand for it—not only for speedy action, but for a long-run framework into which our emergency needs shall be fitted. A week after the program was adopted by the housing leaders of the United States, Secretary Ickes stated in a press conference that $1½ to 2 billion may be asked of Congress for slum clearance and low-cost housing. Hence the pertinence of a further recommendation that there should be a permanent federal housing agency:

> . . . under which would be coordinated all the government's housing activities, with assurance of continuity and personality, with adequate powers and sufficient independence to carry out the duties definitely assigned.

Civic Gambling

By MABEL L. WALKER
Executive Secretary Tax Policy League

IF some of our latter-day exhorters are heeded gambling is now to be clothed in the mantle of patriotism. Lottery schemes, discredited a century ago, are being revived and advocated as a means of replenishing the public treasury and keeping our money at home.

Lottery bills were introduced last year in Pennsylvania, Maryland, Maine and Massachusetts and will be brought forward again during the coming legislative session. Governor Horner of Illinois has been studying different plans in an effort to find one not ruled out by the state constitution. A federal lottery to raise $1 billion for veterans' benefits will be proposed to Congress by Representative Kenny. Lotteries have also been suggested in Baltimore and Washington.

The lottery proposal seems to have gotten further in New York City than elsewhere. The municipal assembly actually adopted such a proposal, entangled in a scheme of a membership society, but there were serious doubts of its constitutionality and Mayor La Guardia, after some hesitation, refused to sign it.

The history of lotteries goes back to the Middle Ages to Italian merchants who disposed of their wares by means of lottery procedure. From Italy they spread to Holland and later to France, Spain, Germany and Austria. Queen Elizabeth introduced the lottery in England in 1569 and the scheme soon became popular among sovereigns who established a monopoly for the benefit of the royal treasury.

Following the French Revolution a developing social conscience caused the lottery to be opposed by liberals as a disreputable source of state funds. After almost three centuries of extensive use the lottery scheme was gradually abandoned by most of the European countries, by England in 1826, by Hesse in 1832, by France in 1836, by Sweden in 1840, by Bavaria in 1861, and by Switzerland in 1865. At the beginning of the twentieth century state lotteries were still in existence in Prussia, Italy, Saxony, Hamburg, Spain and Hungary. The subject of its abolition was being constantly discussed in Prussia.

The lottery idea was imported into the American colonies by Virginia during the seventeenth century, and became widespread in this country in the early part of the nineteenth century. The scheme was usually associated with worthy causes, particularly in the financing of education. The Continental Congress in 1776 authorized a class lottery for the benefit of soldiers in the field. George Washington is reported to have been a patron, not always unlucky. Columbia University, then King's College, was founded on the proceeds of lotteries and the construction of some of the Harvard buildings was financed in this way. Lotteries were also used to finance the rebuilding of Faneuil Hall in Boston after it was destroyed by fire.

New York and Massachusetts prohibited lotteries in 1833. Other states followed their example. The last of the privileged lotteries to disappear was the Louisiana State Lottery which had been operated by a private company under a franchise bringing the state $40,000 a year. This was brought about by the enactment of a federal law in 1890 which prohibited the use of the mails for lottery purposes. The Louisiana Lottery was transferred to Honduras where it is still in existence.

In the frantic search for new revenues which has been engendered by the depression old and discredited forms of taxation are again in the limelight. The ancient and obnoxious general sales' tax has been revived and has attained wide vogue in Europe and among the American states. The lottery movement has experienced a similar rebirth in Europe and once again America is pricking up its ears. Perhaps the salt tax and the window tax will be along one day soon.

The United States, England, Canada and Japan are the only important countries now without national lotteries, though on October 5, 1934 the English Conservative Party Conference adopted a resolution asking the government to provide facilities for a national lottery. The plan has been ignored, however, by the important newspapers and the church authorities have not even thought it worthwhile to protest although there would be a nation-wide outcry from the clergy if a lottery were considered imminent.

France reverted to a national lottery in 1933. Two million tickets at a hundred francs each were sold the first year. The French government turned back 120 million francs in prizes and retained 80 million francs for the treasury. Hereafter the ticket issue will be doubled but 60 percent of the money will still be returned in prizes.

THE USSR is issuing practically all of its public loans as lottery loans, and a great number of lotteries for promoting chemical defense, roads, and so on, have been launched by many Soviet institutions.

In Spain, where the lottery is an old and established institution, tickets may be sold in subdivisions amounting to only ten cents each. Sweden uses its lottery money for cultural advancement of the nation, Turkey for buying airplanes, and Iceland for its university.

The lottery movement in America is confronted with many legal obstacles. Lotteries are now prohibited by the constitutions of most of the states and by statute in all of them. In addition to prohibiting the use of the mails for lottery purposes the federal law also penalizes the importation, inter-state transportation, traffic transit over any part of the United States, and receipt of all printed matter pertaining to lotteries.

The New York penal law illustrates the stringency of some of the state statutes on the subject. It is made a crime to contrive or assist in a lottery, to sell lottery tickets, to advertise a lottery, to keep a lottery office, to let a building for lottery purposes. Furthermore, money paid for lottery tickets may be recovered by action, and prizes won in lotteries are forfeited to the use of the poor to be recovered by suit of the overseers of the poor. A lottery is declared unlawful and a public nuisance.

Lotteries are usually attacked on social and moral grounds. They conflict also, however, with sound principles of public finance inasmuch as they are regressive in character falling much more heavily upon the poorer man than upon the more prosperous groups. The lure of getting something for nothing appeals particularly to the man whose resources are very limited and he is tempted to gamble the little that he has in the hope of making a large winning, whereas the wealthy man is likely to invest an inconsiderable portion of his income this way.

The unhappy effects resulting from lotteries caused them to be abolished a century ago. To revert to them now after a century of enlightenment seems a good bit like advocating a return to oxcarts and tallow-wicks.

THE COMMON WELFARE

Let the Buyer Be Wise

IF the mark on your teaspoons says Grade A1, you might think they are the best. Actually A1 is the sixth grade of silverware under the manufacturers' code. In asbestos yarn, Grade A1 is fifth; in mirrors, No. 1 is third. When it comes to hickory golf-shafts grades have gone poetic in a fashion that might well puzzle an ornithologist: the highest is Goose, followed in turn by Owl, Lark and Falcon. The term used on the Silk Exchange for the lowest grade of raw silk is Best Extra; five other grades are better than that Best Extra.

Trade and technical buyers may be able to find their way through such mazes of confusing and misleading terminology, disclosed in a recent survey by the Consumers' Advisory Board, but for the ultimate consumer intelligent buying becomes hopeless even in the relatively few fields where he can find out anything at all about quality. Even milk, which he is accustomed to buy as A or B, has no standardization that means anything throughout the country. The Grade A of one city may be something quite different elsewhere. As a part of its general effort to protect consumers and conscientious manufacturers, the Consumers' Advisory Board urges a simple informative and flexible system to let people know the quality of the goods they purchase. Chiseling of quality may be more significant than chiseling of price, both to them and to manufacturers whose wares must compete with dishonestly labeled goods. A hopeful first step appears in the announcement that development of a system of terms for grading has been started, at the request of the Board, by the American Standards Association, a federation of technical societies, trade associations and government bodies which acts as a clearing-house for standardization of the commodities of members.

What NRA Has Done

CHANGES wrought by NRA in Pennsylvania's sweated clothing industries are described in the current bulletin of the Department of Labor and Industry. The survey there summarized covered a cross-section of the industry and included 10,800 women and 1300 men in 114 plants. The report states:

. . . evidence is conclusive that the NRA has eliminated child labor, reduced the working hours of all employes and increased the earnings for the majority . . . it appears equally definite that the NRA has fallen far short of obtaining the goal for which it was planned.

A study made by the Department in October 1932 showed a median weekly wage of $7.51 (half earned more, half less,) a prevalent 54-hour week, thousands of child workers under 16 years of age. In sharp contrast are the findings for the month of this study (February 1934): "only two out of more than 12,000 employes investigated were children under 16 years of age"; the 40-hour week is "almost universally accepted," median weekly wages had jumped from $7.51 to $11.26. In spite of this 50 percent increase in wages under NRA, it was found that the majority of workers have remained below the full-time minimum of $13 a week provided by the industry's code. This is due to the prevalence of part-time work, to code exemptions and violations, to a tendency to make the minimum a maximum rate.

The study also revealed faulty record-keeping on the part of many employers, failure to live up to hours and wage provisions and exploitation of the exceptions allowed for handicapped employes and "learners." The report concludes:

With all the administrative weaknesses involved in the regulation of wages by the NRA the minimum-wage principle has demonstrated its validity. Its achievements force upon the community the importance of improving upon its administration and of recognizing that a single minimum wage for all employes in the industry does not greatly benefit the higher-paid worker. His gains must come through collective bargaining and through the establishment of minimum wage rates graduated by skill of occupation.

A Good Start

SCATTERING returns from early community-chest campaigns are definitely encouraging and, as Allen T. Burns says, "warrant confidence in the all-around constructive program of social work as the basic argument for giving." Thirteen chests which have reported at this writing have raised a sum which represents 93 percent of their total goal, set considerably higher than last year, and 104 percent of the total raised for 1934. "The chests," says Mr. Burns, "recognize their responsibility to close some of the gaps in their service program necessitated by large relief demands and by the reduced resources of their contributors. They know they are not taking up all the slack of the lean years but many are making a bold start in that direction."

Why Accept Failure?

THAT annual health examinations of schoolchildren have become a generally superficial and ineffective affair is the verdict of a two-year study just published by the American Child Health Association (see page 354, Those Defects.) Trouble is due largely to the fact that often there is no provision to get correction of physical defects, once the schooldoctor or nurse has noted them on the card: clinics are overcrowded, many parents cannot pay private doctors. In this pass, the general recommendation is to "adjust volume" to the status quo, i.e., to available facilities, public and private, endeavoring in that process to select the children in greatest need of care. Corrective facilities, it is added, should be increased to meet all reasonable demands "as soon as budgetary limitations permit." As times improve "private medical practice may also be depended upon to take over a larger share of the work."

This recommendation reads as though there never had been a five-year study of the Committee on the Costs of Medical Care. That Committee's findings made clear three years ago that most American families did not, and a very great many could not, afford to pay under existing systems of payment for the kinds of care that health examinations often showed as needed. When times were as good as they ever have been "available facilities" were overcrowded and many parents could not pay private doctors. These recommendations give no hint of the proposals that professional and other groups have brought forward to distribute the costs of medical care over groups of people and periods of time. By such a step the great mass of our self-supporting families could get access to the supervision and care of their doctors at rates they can afford. The

recommendations mention wistfully the "tempting" ideal of an annual physical examination for every child and find it has been vitiated by our "meager equipment." But must that ideal bow to meagerness without trial—or even mention—of ways to supplant the ancient alternative of charity or traditional ways of medical payment?

Good times may come again and we may hope that they will be better than they were before. What will not come again is the chance to protect the growth and maturity of children who now need glasses or dental fillings or tonsillectomies and are barred by a *method of payment* from the service that underemployed doctors and dentists and half-empty hospitals are ready to give. It is one thing to recognize and cope with failure, another to accept it.

No Depression in Auto Fatalities

AMOUNTING toll of deaths due to automobile accidents is the discouraging report made by the National Safety Council for the first nine months of 1934, compared to a striking decrease in the two previous years. From January through August 1933 there were 18,040 deaths; in the same period this year there have been 21,190.

What is the cause? This question cannot be categorically answered. The increased amount of travel—as evidenced by gasoline consumption—accounts for only about half this 17 percent increase. Undoubtedly one important factor is the increase in the number of intoxicated drivers, or those somewhat under the influence of liquor. A major cause for concern, however, is the vast army of generally incompetent drivers attempting to operate high-speed cars. For this there is a specific remedy. If the American people continue to tolerate and demand cars capable of such high speed as well as high-speed driveways, they must demand trained "high-speed drivers."

Adequate drivers' license laws must be promulgated. Appropriate engineering, enforcement and educational measures which have proved effective in many localities must be universally adopted. Among those over 500,000 population, New York, where a reduction has resulted from the application of such measures, San Francisco and Pittsburgh stand out. Milwaukee, however, which has the lowest deathrate from automobile accidents is the most striking example. Up to September there was a total of 43 deaths reported, the same number as reported last year. This is no accident, for years Milwaukee has ruthlessly enforced its traffic law. Traffic cases are broadcast weekly over the radio directly from the District Court. The Department of Safety sponsors a drivers' school. As Dr. Basil L. Corbett, secretary of the Milwaukee Safety Commission says, "Every week is safety week in Milwaukee."

The Catholic Conference

WITH the same vitality that invigorated its session last year in New York the 1934 National Conference of Catholic Charities, meeting recently in Cincinnati, looked at the social scene about it and went on record with a statement which is in effect its platform for the year. The Conference expresses its belief that while a permanent scheme of relief organization "might be better exercised by local communities and state governments," a unified plan is essential. It calls for "careful consideration of plans for unemployment reserves, for industrial stabilization and old-age insurance"; for adequate public-welfare programs in the states with informed and active leadership in coordinating those programs; "for adequate care beyond food and shelter for children of relief families in their homes," and for the maintenance of private social agencies "if we are to preserve our American traditions of private initiative, neighborliness and true Christian charity."

While the pros and cons of such questions were freely expressed on the floor, the conference was marred by an incident of the contrary sort. Among the organizations invited to send an exhibit was the National Child Labor Committee. Its literature had been displayed for two days when word reached the representative on the ground that it must be withdrawn. The espousal of the Child Labor Amendment by one wing of Catholic opinion is well known. This sort of suppression is a poor way for the adverse wing to show its hostility toward the other, and brings embarrassment to the conference as a continuing national body.

Housing and Art

IT'S news when an art museum is given over for an entire month to a housing-show and that the most stimulating and challenging so far achieved in this country. This exhibit at the Museum of Modern Art is a stirring, but not sentimental crusade against old evils and a convincing plea for better housing-conditions as good social policy. The story is effectively told by means of a series of charts, models and enlarged photographs, all provocatively captioned, to say nothing of a full-sized slum flat and a three-room low-cost apartment, both "appropriately" furnished.

No description of the exhibit would be complete without mentioning the book published in connection with it, America Can't Have Housing, sold by the Museum for fifty cents. This volume edited by Carol Aronovici, chairman of the exhibit, contains articles by seventeen American and English housing-authorities. Together these articles constitute a statement of the salient factors leading to the present housing-situation, and a discussion of remedial measures.

The exhibit itself was a joint undertaking of the Museum of Modern Art, New York City Housing Authority, Columbia University Orientation Study, Lavenburg Foundation, and the Housing Section of the Welfare Council of New York. It is available at a nominal cost to interested groups throughout the country, requests having already come in for it from six cities. Arrangements can be made through the chairman, Mr. Aronovici, 302 East 35 Street, New York.

Hospites

THAT small group of social workers who quietly banded together a year ago under the title of Hospites has just made a report on what they have been able to accomplish with the aid of $3800 contributed by American social workers and their friends to succor German and Austrian social workers dismissed for racial and political reasons.

One scholarship has been set up out of Hospites' funds and three others have been secured from other sources for valuable pieces of research. One former leader has been enabled to establish herself in useful social work in Palestine, another has been seen through a long nervous breakdown, and forty-eight more have received relief in lesser amounts, through a system of confidential almoners in the countries bordering upon Germany. The reports in Hospites' possession abound with distressing details—one social worker with teeth broken and an infected jaw after a sojourn in a concentration camp; another couple of whom it is simply stated, "One child is dead of privation." Infinite precautions have had to be taken to avoid bringing further troubles to the persons aided.

Strong representations have been made to the State Department jointly by Hospites, the AASW and the JVS that German social workers, under given conditions, can find employment in the United States.

Mrs. John M. Glenn is chairman, Porter Lee, treasurer, and Joanna C. Colcord, secretary at 130 East 22 Street, New York. An appeal for further funds is being quietly made. Says the report:

> Month by month, these people are finding some way out, either by leaving the country, or by abandoning training and social status, and adjusting their scale of living to a humbler sphere of occupation. We should like to stand by them for one year more at least.

By Whatever Name

FEAR that the acceptance by Mayor LaGuardia of the resignation of Henrietta Additon as head of the New York Crime Prevention Bureau might forebode its abolition has been assuaged by the Mayor's cheerful announcement that at the suggestion of Lillian D. Wald it has been rechristened the Juvenile Aid Bureau as more descriptive of its future activity. The Bureau, created experimentally in 1929 and officially in 1931, came under the none-too-friendly scrutiny of Mayor LaGuardia early in his administration. His coolness was due, friends of the Bureau insisted, to lack of understanding of its purpose and function and of its cost, since in the budgetary charge of $600,000 only $100,000 represented actual costs of the Bureau, the rest being salaries of uniformed members of the police department, assigned to the Bureau, whose pay would go on whether the Bureau lived or died.

This arm of the police department, now yclept Juvenile Aid Bureau, represented, in the program it developed, a carefully studied attempt to translate into reality much of the theory about catching crime before it starts. It had from the beginning, and still has, the earnest support and cooperation of social agencies and experts in the field of juvenile delinquency. It has shown hopeful results though they cannot be tabulated on an adding machine. As Miss Additon has said, "It will never be possible to prove what crimes have been prevented." Five years are too short a span, in any case, to measure results in a field hitherto so slightly explored. A generation would be needed to tell the story.

Comfort for 'fraid Cats

THE timorous souls who fear something revolutionary and un-American in the growing concentration of public-welfare responsibility in state and federal governments, may fortify themselves with history. "What we are witnessing at present," says Charles G. Chakerian of Yale University, "is merely an acceleration of a process which has been ever present in American society." As Sterling research fellow in sociology, Mr. Chakerian delved back into the earliest American schemes of public welfare, at the very point of import of the Elizabethan poor-laws. In his study, The Development of State Care of the Dependent and Defective Classes in New England, he traces the process of centralization which began long before the eighteenth century as a result of conflicts over—of all things—settlement laws, and which has since followed an unbroken trend, slowed down at times only by "the strong individualism so characteristic of the New Englander."

The process of centralization has had, since the founding of the colonies, three continuous major manifestations: the shifting of powers from local governmental agencies to the state, the shifting of responsibility from private agencies onto the public, and the assumption by the state of functions not performed elsewhere.

A second constant process has been one of differentiation in the course of which certain classes, such as dependent children and mentally handicapped, were accorded special treatment and so withdrawn from the "general poor." With further state participation, the remaining poor have begun to be separated into the aged and unemployed. "When these two groups come to receive special attention 'the poor,' as such, will disappear."

The extension of state activity has not progressed, says Mr. Chakerian, as a socialistic theory or program but rather as an automatic adjustment to changing conditions. "The investigation strongly suggests that, with the growing complexity of social life, it will be increasingly necessary to extend state powers further. . . . The indications are that in the field of social welfare laissez-faire will be even more a myth in the future than it has been in the past."

1859—Rudolph R. Reeder—1934

"BUT why should you want to hear a pin drop?" The question was that of Rudolph R. Reeder when he was being shown through an old orphanage in lower New York by a matron who was proud of the decorum of her charges, and had called his attention to their perfect silence in this way. It was typical of the freshness which this educator brought into the field of child care, when he left normal-school administration to take on the superintendency of the New York Orphan Asylum. In its transfer from Manhattan to Hastings-on-Hudson, he pioneered in the development of the cottage type of institution that broke with the old barracks type and grounded its scheme in creating a more normal environment for its charges. But to Mr. Reeder that was only half the story. He looked at his cottage community as a laboratory where child life could be observed and dealt with twenty-four hours a day, and from which insight might be gathered to apply to teaching and child care everywhere. How 200 Children Live and Learn, first published serially in The Survey, brought out the first fruits of his discoveries and demonstrations, and it would be hard to say whether the techniques and inventions which he told of were more important than the spirit that animated it and that stretched the imagination and understanding on every page. In time the cottage institution itself seemed to him a stage, a way-station. He challenged the whole stereotype of institutional care for normal children and urged that the children's institutions of the county be converted into scientifically conducted "clearing-houses" to which children would be admitted while their disrupted homes were set right, or while they were rehabilitated and readjusted pending their placement in foster family homes. He bore the brunt of all pioneers gallantly. After his war service with the Red Cross in France, he had the opportunity to put his ideas to work on a national scale, and as the expert of the American Commission to Serbia organized a system of placement for the thousands of orphans so that their lives merged "into all the community interests and activities." And again after his overseas service, in organizing the Marsh Foundation School at Van Wert, Ohio, he demonstrated anew his constructive genius. He died at seventy-five on October 13; but it will take years still for American social and educational practice to come abreast of the man.

HEALTH

Philadelphians and Clinics

AT the request of the Philadelphia County Medical Society the Joint Committee on Research of the Pennsylvania School of Social Work and the Philadelphia Community Council has studied records of nineteen Philadelphia hospitals to see if patients "shop around" among hospitals, or ask for free service when they could afford to pay for private care, with the aim of deciding whether or not a Medical Registration Bureau could pay for itself by eliminating duplications and patients not a proper charge on free care. Very few chronic "shoppers" were discovered among the 1036 patients surveyed. "On the whole patients appear to be reasonably satisfied with the treatment received at clinics and quite willing to remain there indefinitely." Most of the patients studied formerly had had private physicians and the evidence was overwhelming that they had changed to clinic care because they no longer could pay. Of those for whom records were detailed, less than 5 percent could have paid any substantial amount for medical service, and many of those not the amounts their illness demanded; for an additional 6 percent the economic situation was unknown. Patients showed a disinclination to ask their doctor for free service; many assumed it was only just to him to change to a clinic when they no longer could pay. In some cases the physician himself had referred them to the clinic. Most were willing to return to the family physician when they again could pay. A minority, however, definitely preferred the hospital and clinic service on medical grounds—records, equipment, service, and interest. "Judging by their present feelings these patients will not want to return to their private physician even if they have the money to pay. . . . This last situation creates a problem for the future which will require cooperation on the part of both the hospital and the private physicians."

Those Defects

WITH school doctors, dentists, nurses and teachers on the job, why should children continue to be handicapped by remediable defects—bad vision, hearing, nutrition, teeth and the like? Indifference or ignorance of parents, lack of chance for care, inefficiency of school health-examination and follow-up? At the request of the New York City Departments of Health and Education, the American Child Health Association, with the help of the Metropolitan Life Insurance Company, has made a two-year study now reported, Physical Defects: The Pathway to Correction. (171 pp. Price $1 in paper, $1.25 cloth, of the Association.) Data cover New York City only (25,000 children in 121 schools) but general findings are believed applicable to many communities. For defects of vision and nutrition, prevailing methods of examination failed often to catch the children most in need of help. For both visual and dental defects more were screened out for attention than could possibly be corrected by existing facilities. For hard-of-hearing children examinations were so inadequate, when not lacking, that most failed to set foot on the pathway to correction.

The chief recommendation is to limit school physical-examinations and selections for follow-up to the number of cases that can be followed up adequately and cared for by existing facilities, public and private. That in turn, means selection of the most severe cases, more accurate detection of defects, better use of records, greater rapport among school personnel and with parents: on each of these points specific measures are suggested. "As soon as budgetary limitations permit, there should be an increase in corrective facilities in order to meet all reasonable demands." With better economic conditions, it is believed, private medical practice may be depended on to take over a greater share of corrections. The ideal of an annual examination for every child with our present meager equipment has brought about "over the country generally a widespread system of cursory and superficial medical inspection which frequently fills the record cards with recommendations, some of doubtful significance, and in such overwhelming volume as to make their follow-up an impossibility. We need to preserve the quality of the examination even at the cost of restricting service to lesser numbers. To save fruitless effort we need to adjust its volume to the follow-up and corrective facilities available."

Partial Conquest of Heart Disease

SURVEYING school children in a dozen New York State cities and towns, through the cooperation of the State Department of Education and the school physicians, the New York State Department of Health found that 5 in 1000 were suffering from some cardiac ailment. Rheumatic fever was the chief causative factor. About 75 percent of all cases of heart disease, it is estimated develop in children under 10 years of age. "The implication of this statement is most important," declares J. V. DePorte, director of the Division of Vital Statistics, reporting the survey (New York State Journal of Medicine, Vol. 34, No. 10.) "The problem of our high mortality from heart diseases should be attacked in the age period where most of the cases have their inception. Here the work of the school physician could be made of utmost importance since it is he who watches over the health of the children and has, therefore, an opportunity to discover first symptoms, often long before the disease manifests itself sufficiently to attract the attention of parents."

That the fight against heart disease already is showing hopeful

Pertinent Publications

FOOD AND YOUR BODY, *by Mary Pfaffman and Frances Stern. M. B. Barrows and Company. 170 pp. Price $2 postpaid of The Survey.*

HEALTH EDUCATOR and Chief of the Food Clinic respectively at the Boston Dispensary, the authors here share with others the results of the experience in their pioneer and outstanding venture in health education. The book gives the substance and methods of presentation of a series of talks, in which children share, on essential foods.

A NUTRITION PROGRAM AND TEACHING OUTLINE. *Philadelphia Child Health Society, 311 S. Juniper St., Phila. 156 pp. Price $1.*

A DETAILED and practical guide developed for use in the health centers and clinics of the Division of Child Hygiene, Philadelphia Department of Public Health.

A CONTRIBUTION OF MENTAL HYGIENE TO EDUCATION. *Illinois Conference on Public Welfare, 203 N. Wabash Ave., Chicago. 64 pp. Price 25 cents.*

PAPERS on Education Through Play by Bertha Schlotter, spontaneity by Adolf Meyer, M.D., and Some Unnoted Aspects of Therapy by Scott Buchanan presented at the Illinois Conference on Public Welfare, 1933, with a foreword by Ethel S. Dummer, chairman of the Mental Hygiene Division.

THE ECONOMIC ASPECTS OF MEDICAL CARE. *On request, The Julius Rosenwald Fund, 4901 Ellis Avenue, Chicago, Ill.*

READING list, revised to January 1934, designed to be of service to individuals, local and national organizations and professional and lay groups.

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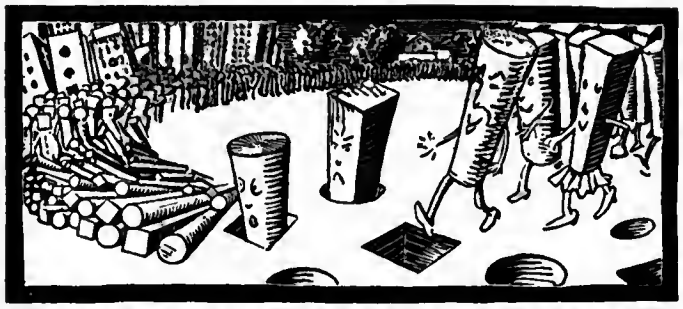
progress is apparent from the records of the Metropolitan Life Insurance Company. While total deathrates from this disease have risen in recent decades, part of the rise is due to the greater percentage of the population who live to reach the ages when heart ailments are prevalent. Among children and young adults and even among the group aged 25–44, the Metropolitan records show a substantial decline since 1911, probably due to better control of such diseases as acute rheumatism, scarlet fever, diphtheria, syphilis and so on. These are the ages at which heart ailments are most distressing individually and socially. Present progress shows the way to further gains in this essentially controllable aspect of heart disease, Dr. Donald B. Armstrong, third vice-president of the Company points out, and already warrants the phrase "the partial conquest of heart disease."

New York State has a new Manual of Rules and Regulations Governing Medical Care in the Home to Recipients of Home Relief, completely rewriting and revising earlier formulations to conform with FERA Rules and Regulations No. 7. Chapters detailing policy and procedure are followed by a chapter summarizing basic state legislation in this field and reviewing chronologically the series of measures put into operation between December 1931 and the present statement. Published by the TERA, 79 Madison Ave., NYC.

The average family included in a group of nearly 30,000 families surveyed by twelve national women's organizations in 46 states consumed less than half the amount of milk specified by the federal Bureau of Home Economics for an adequate diet at minimum cost. Their consumption of milk averaged 27 percent below even that of the "restricted diet" worked out by the Bureau for emergency use for limited periods of time.



SOCIAL PRACTICE

Temporary Toys

A NEW word is plainly needed if the business of lending toys to children goes much farther. In New York they call it a Toyery, which doesn't seem good enough, and in Dayton the Toy Lending Shop which is descriptive but not exciting. The shop in Dayton, under the wing of the YWCA, has operated successfully now for the best part of a year with a staff of volunteers supplied by the Younger Girls' Committee. The shop was first stocked by means of a toy shower in which schools and various organizations participated. It is open one afternoon a week, and toys are loaned for a week. Children register for membership and pick their own toys. Larger toys are more popular with the children and better withstand wear and tear. The city health department cooperates in the necessary fumigation. In case of breakage, "and of course we realize that accidents will happen," the shop insists that all parts be returned. If breakage becomes unreasonably frequent the borrowing privilege is withdrawn.

Dolls are loaned on a different basis from other toys. They are issued undressed but with a box of materials from which the child may do her own home dress-making. Each week, child and doll report-in so that progress may be observed. If at the end of six weeks the child has shown herself a good mother legal adoption takes place. The doll is hers.

Crime Confab

ALL crime, or at any rate all the talk about it, will come to a head in Washington on December 10–13 at a conference to which Attorney General Homer S. Cummings has invited governors and other state officials and representatives of institutions and organizations concerned with law-enforcement. The conference will, it is hoped, clear the ground for a program of methods of effective cooperation, federal, state and local for crime prevention and criminal-law enforcement. It will consider crime in four aspects; causes and prevention; investigation, detection and apprehension; courts and prosecution; detention, parole, probation and pardon.

Mr. Cummings has already announced the purpose of the Department of Justice to establish in Washington a national institute of criminology to study crime problems and practical police work, this in addition to the technical laboratory which the department already maintains. In Cincinnati the professions of law and medicine have joined forces with the police in organizing a crime-detection laboratory called the Medical Legal Institute. Northwestern University, Chicago, has had a scientific crime-detection laboratory since 1930.

More and Better Recreation

STARTED as a summer project the Children's Leisure Time Service, under the wing of the Chicago Council of Social Agencies, with the highly important financial cooperation of the Cook County Division of the Illinois Relief Commission, will be continued into the winter, thus assuring to some fifty settlements

and social centers personnel to meet the demands imposed on them by the times. The service assigned to the centers for their summer activities about 650 workers selected from among the teachers and other professional folk on the relief rolls. As a result the summer work was enlarged to draw in large numbers of people whose need for cheerful activity the settlements knew only too well.

The CLTS workers shone brightest apparently in carrying outdoor recreation into neighborhoods that had little or none of it. Dozens of vacant lots were made into playgrounds for adults as well as children and evening sports and street dancing were set going all over the city. Door-step classes for little children in story-telling, drawing and coloring were a happy feature. Vacation schools and day and summer camps had help from the new workers as had also the regular clubs and classes of the settlements.

The CLTS is to go on this winter, subject always to the dire possibility of the curtailment of the relief funds from which the workers are paid. Special efforts will be made to reach into relatively untouched neighborhoods to connect people, young and old, with opportunities for education and recreation.

For All the People

WHEN the town of Welch, W. Va., was designated last spring by the FERA as the location for a demonstration of a community center "to serve all the people" (7500 of them there are,) it was flattered and willing and not very clear in its mind. It had not very much in the way of community organization, not even a public library. So it started practically at scratch to develop, under the direction of Theresa White, county relief administrator and director of the new center, a "cultural project not only for families on relief but for the whole community" which would supplement and coordinate going activities and create new ones where needed.

The program was organized in eight units: housing, with the remodeling of an old dwelling as a demonstration; clothing and equipment, with classes for sewing and the renovation of furniture; food, with classes in nutrition, cooking and marketing; health, with nurses engaged in clinic work and a general program of health education; recreation, with a town ball-league, arts-and-crafts classes and a choral society; education, with lectures, forums and the beginning of a library; employment, with job-finding and retraining and finally community planning which keeps all the organized groups in town interested and cooperative.

The center has a paid staff of fourteen and an equal number of hard-working volunteers. All county services such as the agricultural and home-demonstration agents and health and school officials joined forces with the center, as did the churches and business and professional organizations. As a result the program established itself so firmly during the summer that the whole town is now participating enthusiastically in widening it for the winter season.

The Jersey System

WITH most of the states faced with the practical necessity of modernizing their welfare organization the experience of New Jersey, which tackled the job sixteen years ago with the establishment of the Department of Institutions and Agencies, becomes significant and two recent publications concerning it take on more than local interest. First is the study, State Welfare Administration in New Jersey, by Paul Tutt Stafford, Ph.D. of Princeton University, a section of the larger Princeton study of the financial and administrative structure of the state government; and second, a ten-year summary report of the Department of Institutions and Agencies. Both are available from the department, Trenton, N. J.

Professor Stafford examines the New Jersey system of centralized administration of public welfare by an unpaid, non-partisan board and compares it with different systems in other states. He analyzes the organization and functions of the central office, the financial administration, state aid to counties and state supervision of child welfare. On the whole, while he sees certain weaknesses in the superstructure he finds the foundations substantial and sound.

The ten-year report affords a more detailed picture of the system in action, under an increasing burden, but with steady progress toward its goals, preventive as well as palliative, without the devastating upheavals to which politically controlled public-welfare departments are too often heir.

Another Pittsburgh Survey

TWENTY-FIVE years after the Pittsburgh Survey the Steel City has again called in experts for a study of itself. The Social Study, as it is called, is now getting under way under the auspices of a committee of twenty-four citizens headed by R. Templeton Smith, president of the Federation of Social Agencies. It is being financed by a grant of $75,000 from the Buhl Foundation to the Federation. Directing the study is Philip Klein of the New York School of Social Work with Wilbur I. Newstetter of Cleveland as associate. The advisory committee includes Allen T. Burns, Stanley P. Davies, Mary L. Gibbons, William Hodson, Harry L. Lurie and Linton B. Swift. Edna Brezee is general statistician. The Citizens Committee proposes to take upwards of a year and a half for the study which is more limited in scope than the original Pittsburgh Survey, but will cover intensively the whole field of social work, public and private, in city and county. Best wishes to the new venture.

Settlement Self-Analysis

IF the ten settlement-houses of Minneapolis had a chance to re-locate themselves nine of them would, in all probability, stay right in their present neighborhood. After an intensive five-months self-study, in which the staffs of all the houses engaged, the conclusion is reached that with one possible exception the houses are well located in relation to needed services but that all services are crippled because of small and over-worked staffs with salaries so low that trained people are not attracted to the work, and because of run-down and inadequate equipment. New activities, urgently needed, can be initiated; gains in meeting anti-social conditions can be maintained and the normal development of programs can be undertaken only with increased funds.

The self-analysis survey was initiated and the report is published (25 cents) by the Twin City Federation of Settlements, 1929 Second street, N.E., Minneapolis, Robbins Gilman, president. Margaret E. Chapman of Wells Memorial House was chairman of the survey committee the major purposes of which were to discover how effectively the settlements are functioning under existing conditions and what changes in service, if any, are needed, —both to the end of determining bases for larger public support. The published report is not a house-by-house statement but rather a weighing of settlement philosophy and its working out in the community by the whole group of houses. Thus it has an interest and value that extend to settlements everywhere.

THE NY State Department of Social Welfare, State Office Building, Albany has published (15 cents) a bibliography of books for girls from 12 to 16 years of age recommended for use in institutions. The list, prepared by Mary Eastwood of the State Library, has been supplied to every child-caring institution and agency in the state.

As the first of a series of social studies the Tulane University School of Social Work has published City Subsidies to Private Charitable Agencies in New Orleans, by Evelyn Campbell Beven (57 pp, 50 cents from the University, New Orleans.) Mrs. Beven reviews the growth of the subsidy system from 1824 to 1933 and analyzes the present financial support of social agencies, bringing out in the process the difficulties inherent in history, faced by the new Department of Public Welfare, difficulties not unique of course to New Orleans.

EDUCATION

Drill in Ohio

OHIO State University announces that conscientious objection to military drill will no longer be accepted as a ground for excusing students from required military courses. Until last year members of the Society of Friends, Mennonites, Brethren and other recognized pacifist denominations were excused from drill by university custom. Last year students professing conscientious scruples against militarism were summoned to appear before an official examining-board of three faculty members for a test of their sincerity. Fifteen exemptions were granted, sixteen denied, and seven students expelled for rejecting the board's ruling during the 1933–34 college year (see The Survey, May, page 168.) The abandonment of last year's plan was announced by vice-president J. L. Morrill, acting for President George W. Rightmire, in a letter to five prospective freshmen who had applied for excuse from drill on conscientious grounds. Now Ohio State will refuse exemption to members of pacifist church bodies, as well as to those students professing personal conscientious objection, who, The Christian Century reports, "have been increasing in number in late years."

Control of Radio

LAST month the Federal Communications Commission began hearings, still in progress at this writing, on the proposal that "educational, religious and other non-profit agencies be allocated fixed percentages of radio-broadcasting facilities." Many of the arguments being put forward at these hearings were urged in discussion at the fourth annual meeting of the National Advisory Council on Radio in Education, held last month in Chicago. The side for private control was formally presented on the conference program by E. H. Harris, chairman of the radio committee of the American Newspaper Publishers' Association. Mr. Harris held that, "The responsibility for securing better programs cannot be delegated to the federal government without surrendering some of our liberties." He urged that there is a "direct obligation upon every American citizen" to register his protest on unsatisfactory programs to the station owner, the advertiser and the Federal Communications Commission.

Bruce Bliven, one of the editors of The New Republic, pointed to the early promise of radio broadcasting, and argued that "we have permitted a system to grow up under which radio is almost useless today." In order to "put an end to the ceaseless flow of oral garbage into our homes," he advocated government control of radio broadcasting, without "slavishly imitating the experience of any other country." Answering the argument that government control means censorship, he pointed out, "When people tell you that the radio abroad is censored, they assume that in the United States it is free. . . . The broadcasters themselves however exercise an extremely powerful and efficient censorship." He added,

> Far more important however than censorship by broadcasters is lack of brains among broadcasters. . . . The man in charge of a radio program ought to have the background, training and character of the president of a great university. They have such men in other countries. In America, on the other hand, everyone knows that the typical program director is a cross between a vaudeville producer and the advertising manager of a popular magazine. . . . I think that such people are not fit to conduct the educational activities of 80 million Americans. It becomes more evident if you study in detail, as I have done, the extremely skillful, painstaking and yet brilliant work being done in this field abroad.

Indian Day Schools

THE first of the new Indian community highschools made possible by PWA allotments, are in actual operation on the Pine Ridge and Rosebud reservations (Sioux) in South Dakota. These day schools mark an important departure from the traditional boarding-schools, and also from one-room rural schools. They are planned for 125 to 150 pupils. The buildings are adapted from designs furnished the Indian Bureau by the Rosenwald Fund. The main floor in each is divided into four classrooms, auditorium, library and office. Basements house shoproom, home-economics kitchens and workrooms and school dining-room. Each school has 10 to 40 acres of land, garages for the school buses, and teachers' cottages. The school heads are to be community workers rather than school principals, suggesting the community program that is to be built around the schools, which carry boys and girls through junior highschool and also have facilities for adults. After finishing the local program, the students may go on to the Pine Ridge Central School at the Agency as day or as boarding-pupils.

Toys as Teachers

HOW to select toys so that they will not only amuse children but also help develop "mental and physical abilities which are serviceable to all persons," is the subject of an adult-education project being carried out jointly by the University of Chicago, and by Marshall Field and Company, a Chicago department store. The undertaking, which includes an exhibit of toys at the store and a lecture and consultation service by the University, is described in The Wise Use of Toys, by Ethel Kawin (University of Chicago Press. 111 pages. Price, $1.) Miss Kawin, the psychologist who supervised the preparation of the first exhibit and gave the lectures in connection with it, grouped the toys primarily on the basis of their use or function. Her book, rewritten from stenographic notes of her lectures, emphasizes this classification. The toys were arranged in nine groups: for the infant before he can walk; for the development of strength and skill; for constructive and creative play; for dramatic and imitative play; for social development; for artistic development; for the stimulation of knowledge and aid in school activities; for nourishing an interest in science and mechanics; for hobbies and special interests. The various chapters of the book explain how toys and play materials, wisely chosen, contribute to these purposes, and how they may give children a "well-balanced recreational diet."

The response of parents and teachers indicated that the 1933 exhibit met a real need. It was therefore agreed by the university and the store to continue the cooperation, with a smaller exhibit each month, emphasizing toys suitable to the season. The large exhibit was repeated in October.

Drought in the Schools

PRELIMINARY reports on the public-school situation in the drought-stricken states are brought together in a recent bulletin by the Research Division of the National Education Association (1201 Sixteenth Street N. W., Washington.) Replies to an inquiry sent out by the Division to the 25 states included by the US Department of Agriculture in the emergency and secondary drought areas were received from 15 states. These replies are the basis of the report. In four states—Texas, Arkansas, South Dakota, Michigan—the replies indicate that only federal aid will make it possible to open all schools this winter. The situation is most serious in Arkansas, where 127 districts are without funds of any kind. Shortened school terms are definitely mentioned in reports from 12 states. Texas anticipates shortened terms in 1200 to 1400 districts; half

the Utah districts will be unable to provide "a normal term"; Oklahoma anticipates two to four weeks shorter terms than last year in 2000 districts; in Michigan about 25 percent of the schools will have abbreviated terms. "Several states anticipate rather serious delays and irregularities" in payments to teachers.

As far as the amounts of the salaries fixed for teachers are concerned the states generally report little or no further downward tendency. The statement from Nebraska is probably typical: "There has been little change in teachers' salaries. They were so low already that there was little chance of any further reductions."

Libraries Under FERA

LIBRARY projects which under FERA regulations improve library service to the community while helping "provide relief work for those in need" are suggested and described in a new bulletin of the American Library Association (520 North Michigan Avenue, Chicago.) The Council of the ALA specifically suggests that workers be used in libraries as: surveyors of library facilities and needs; district or neighborhood representatives of libraries, making new contacts and extending library service; assistants within the library to prepare book lists and indexes, collect and arrange pamphlets, and so on; advisers and leaders of discussion and study groups; statistical workers. Among the interesting projects described in the bulletin is that of individual reading-courses prepared last winter by the Oregon State Library for 1470 students throughout the state. The students were principally young people unable to attend college because of the depression. The courses were made up on the basis of individual taste and need, the books reserved for the students and mailed to them at regular intervals. Similar service has been inaugurated in Illinois and Pennsylvania. The bulletin was prepared by Julia Wright Merrill, Grace W. Estes, John Chancellor and Carl H. Milam.

JAMES M. SHIELDS, North Carolina elementary-school principal whose summary dismissal is being widely protested, has written his own story of the case in the current issue of The Monthly Review (see The Survey, September 1934, page 293.)

FEWER than 10 percent of Negroes of highschool age in 15 southern states are enrolled in public highschools, according to facts gathered in the national survey of secondary education. In the same states, four times as many white students of highschool age are enrolled. A monograph on Secondary Education for Negroes by Ambrose Caliver, summarizing this section of the survey, may be obtained through the US Office of Education, Washington.

THE Des Moines Public Forums, one of the most elaborate adult-education projects in the country, begin their third season with an increase in number of meetings planned and in leaders. The forums are under the control of the board of directors of the city's public schools. Five series, each meeting fortnightly, will be held during the first eight-weeks period with the general themes: You and Your Schools; Current Problems in the American Labor Movement; This Bewildered World; National Problems, Social and Economic; Critics and Criticisms of the New Deal. Weekly city-wide forums, with addresses by visiting lecturers and open discussion periods will also be held (see The Survey, November 1933, page 387.)

OBSERVANCE of the tercentenary of secondary education in this country is being organized by a Celebration Committee, Room 1306, 155 East 44 Street, New York. The committee announces as the objectives of the celebration, "to present to the public the aims and works of secondary education; to emphasize the necessity of public secondary education to a free democracy; to acquaint the public with advanced developments in secondary instruction; to improve the chances for every boy and girl to benefit from the full potentialities of the secondary schools." The committee offers suggestions for community celebration programs, and for school projects developed around the tercentenary.

INDUSTRY

Workers' Education

GOALS and methods of workers' education are briefly and interestingly set forth in a pamphlet which seeks to "interpret to the new group of educators interested in workers' education" the essentials of the movement (Education and the Worker-Student, by Jean Carter and Hilda W. Smith. Affiliated Schools for Workers, Inc., 302 East 35 Street, New York. Price, 25 cents.) The authors state, "The purpose of such education is to inform the workers as to their own industrial problems, in order that they may take an active part in the solution of these problems through the labor movement." Workers' classes, it is here submitted, "should offer what the students want." Experience in workers' schools and requests from labor groups indicate that the curriculum should include opportunity for:

> the discussion of current social and economic problems as a basis for intelligent action; the building up of a background for these problems through material from the fields of economics, history, philosophy, ethics, literature, social psychology and science; greater proficiency in the use of English; . . . an appreciation of a richer life through the creative arts; instruction in basic principles of mental and physical health with special attention to workers' problems.

In discussing the organization of workers' classes, and teaching methods and materials, the need for a practical and realistic approach is stressed. The writers emphasize the difficulty in finding suitable teaching material, with adult ideas expressed in simple language by writers who have "the workers' point of view in mind."

The current issue of the Journal of Adult Education has a workers' education supplement, edited by Mollie Ray Carroll and Spencer Miller, Jr., which discusses the new and enlarged program of workers' education made possible by FERA funds, and suggests "ways in which this program fits into the larger framework of adult education."

Preventing Accidents

PHYSICAL education for workers and training for the jobs they are to perform were recommended as methods of decreasing industrial injuries and reducing workmen's compensation costs by James L. Gernon, director of the division of inspection, New York State Department of Labor, in a paper read at the joint session of the International Association of Governmental Labor Officials and the International Association of Industrial Accident Boards and Commissions in Boston last month. Mr. Gernon submitted an analysis of compensated accident cases closed in New York in 1933 showing that most industrial accidents are not caused directly by machines. More than 69 percent of these cases and nearly 60 percent of the total cost of compensation paid resulted from four causes: handling objects and tools, falls of workers, falling objects, slipping on or striking objects. Mr. Gernon commented:

> If we consider the four groups . . . we find that they include industrial tasks and occupations which are difficult or impossible to safeguard. The employes must be taught the proper methods of performing the work. This instruction should include not only the tasks the operator is engaged to do but also the proper use of the human body. Many injuries in these four groups are the result of the em-

ploye's inability to coordinate his body movements so as to accomplish his work with safety.

Mr. Gernon cited the 16,227 cases due to "falls of workers." Of these, 7538 were falls from different levels, but 8689 (over 53 percent) were falls on a level surface. Mr. Gernon advocated stricter labor laws and enforcement, pointing out that prevention of industrial accidents is as important as administering workmen's compensation, and less costly to the state, to employers and to workers.

The Human Factor

SELFISH and short-sighted labor policy rather than the fault of the master or other officers of the Ward Liner, Morro Castle, is cited by the Seamen's Journal, published by the International Seamen's Union, as the cause of the disaster in which 127 lives were lost. Pointing out that the luxury liner was "the last word in mechanical modernity," the Journal states that the Ward Line pays Able Seamen's wages from 25 to 50 percent below the levels paid on other ships sailing out of New York harbor. The result was "a cheap crew" which included "no union seamen." The Journal comments:

The value and even the necessity of automatic fire-fighting apparatus and proper life-saving equipment is not to be gainsaid; but it should be understood that such equipment is at best only an aid to seamanship, that it can never be regarded as a substitute for the latter. . . . Accidents will happen on the best regulated steamers. As a means of minimizing the results of accident there is but one certain measure, i.e., the employment of competent seamen.

The Journal quotes from the report of the local inspectors of steam vessels at New York, on their inquiry into the General Slocum disaster:

If the General Slocum had been supplied with double the quantity of life-saving equipment on board that she did have, with a crew as incompetent as the crew of the steamer proved to be, not a single life more would have been saved than was saved.

Labor Information

THE Labor Information Bulletin, a publication of the newly organized Labor Information Service of the US Bureau of Labor Statistics in its first issue offers material of wide interest to social workers as well as to wage earners. In a foreword the Secretary of Labor states as the purpose of the bulletin: "to summarize briefly general labor and economic facts of interest to all workers." The first number offers brief and timely reports on a score of topics, including the President's economic security program, the National Labor Relations Board, the recent study of earnings and standard of living of railway employes during the depression, employer-employe relationships, recent trends in employment, payrolls and prices, current studies and reports by the department of labor. A back-cover chart shows the organization of the department of labor. The bulletin will be issued monthly.

Workers Without a Code

WAGES and hours of household employes, a major occupational grouping for women which comes under no code, have been the subject of a recent study by the US Women's Bureau. Seeking to determine what constitutes a "fair week's work and a fair week's wage" in this unorganized occupation, the Bureau sent a questionnaire on standards to 217 placement agencies. A bulletin summarizing the replies (Bulletin of the Women's Bureau No. 112, Superintendent of Documents, Washington, Price 20 cents) states that only fifteen agencies in ten states had standards for placing women over twenty-one years of age; nineteen agencies in ten states reported standards for younger workers. The minimum wage, included in most of the standards, ranged from $13 to $40 a month, usually with board and room furnished the worker. For full-time adult workers, a definite limit to the hours of work expected is set in only two sets of standards. Some agencies considered the use of any standards impossible. Others emphasized the need of legal regulation for this as for other employment. The modest minimum standards proposed by the National Committee on Employer-Employe Relationships in the Home in 1931 were regarded by these placement agencies as "excellent" or "ideal" but impractical (see The Survey, January 15, 1931. Page 317.)

Wages for Home-Work

WOMEN and children who as home workers "card" hooks and eyes, snap fasteners and safety pins, and attach strings or wires to metal tags earn meager wages and would prefer factory jobs, according to a recent report on the fabricated metal industry by the Connecticut Department of Labor. The study covered nine Connecticut factories which give out such work, and is based on a home-work payroll for each plant for a 4-week period between April and August 1934. Of 438 workers appearing on the payrolls, 129 were interviewed in their homes. Payroll records showed that the median earnings for the period were $6.92 (half more, half less.) Only 30 percent of the families received as much as $12 for the four-weeks work. Of the 129 families visited, not one could support itself on home work. Nearly 50 percent were receiving public aid. Only 37 percent were self-supporting, and all of these had other employment. The chief reasons given by 6 of the 9 concerns for giving out homework was to provide some income for persons unable to work inside a factory. Helen Wood, deputy commissioner, comments in her report of the inquiry:

It was found that 70 percent of the home-work families visited had at least one unemployed member who could work inside a shop if home-work operations were performed there. In a larger number of cases home workers volunteered the information that they hoped the work would be taken inside the factory.

EMPLOYMENT and Earnings of Heads of Families in Denver summarizes the findings of a CWA study project carried out under the direction of Prof. F. L. Carmichael of the University of Denver. The report gives a detailed picture of employment and wages in one community.

A STUDY course containing "the best compiled information available" on the child-labor amendment and on the history of child labor is offered by the National Child Labor Committee (419 Fourth Avenue, New York.) The course is so arranged that a study group can cover it in four sessions of one-half to one hour each. Price, 5 cents plus postage.

BRITAIN'S new Unemployment Act, which became law in June 1934 is clearly summarized in a booklet, The New Unemployment Act, by Ronald C. Davison (Longmans Green. Price 25 cents.) The pamphlet outlines Great Britain's revised system for aid to the unemployed, including insurance benefit, unemployment assistance, training and voluntary occupation.

THE International Industrial Relations Institute is organizing a regional conference to be held at the Russell Sage Foundation, New York, November 23 to 26 on the theme, What kind of economic planning can end unemployment, establish security and raise standards of living in proportion to productive capacity? The meeting will continue discussions begun at the last IRI Congress in Amsterdam in August 1931.

FIRST Aid for all of us is offered by the National Emergency Council, Washington, which issues a loose-leaf manual of Emergency Recovery Agencies and Facilities. Here, in buckram covers, are dates and authorization, membership, headquarters, purpose and functions of all the alphabetical groups, with charts to show relationships and a complete index. Daily sheets record changes and additions.

UNEMPLOYMENT AND COMMUNITY ACTION

JOANNA C. COLCORD

This department is an emergency information service to public officials and to members, executives and supervisors of citizens' committees. News of interesting developments will be gratefully received by the editors, Russell Sage Foundation, 130 East 22 Street, New York

RUSSELL H. KURTZ

TERA Relief Study

THE State Temporary Emergency Relief Administration of *New York* recently completed a study of home-relief standards and practices in the various welfare districts outside of New York City. The main divisions of the study were: method of handling applicants for relief; investigations of eligibility and relief needs; use of confidential exchange; policy and practice in providing shelter; payments for fuel and light; method of determining the family budget and relation of the budget to the relief given; methods of supplying clothing; and assignments, caseloads and adequacy of social-service staff.

Findings of the sections so far released, were:

Method of handling applications. TERA rules require that "every public-welfare official should be provided with sufficient office-space to insure privacy in interviewing, and satisfactory waiting-room facilities with proper heating, lighting and ventilation." The study disclosed a "very notable improvement" in these facilities over the past two and a half years, but showed that there still was need for "radical changes" in many districts. In only two thirds of the districts were the facilities considered adequate.

Except in the larger cities there were comparatively few offices where new applicants were interviewed by trained workers, although in a number of places the intake workers were reported to be well fitted for their work despite their lack of previous social-service experience. Sixteen cities and thirteen towns (about one third of the group studied) still permit first applicants to be interviewed by clerks who have no special qualifications for this service.

Investigation of eligibility and need for relief. Home visits were found to be routine in practically all districts. In all but a few of the offices it was common practice to clear all cases with the banks and in about four out of five districts, with Postal Savings as well. Life-insurance adjustments were generally attempted. Investigations were given a "thorough" rating in two thirds of the districts studied.

Central Index or Confidential Exchange. Thirty-seven of the 57 upstate counties and 54 of the 58 incorporated cities have "more or less adequate" clearance systems available for their use.

Promptness of relief. Reports secured from 41 cities showed that about 18 percent of new applicants were visited in their homes on the day of application; 18 percent on the following day; 18 percent on the second and third day; and an additional 29 percent before the first week had expired. In 11 percent of the cases there was an interval of from one to two weeks between application and home visit, and in 5 percent, more than two weeks. In 12 of the 41 cities home visits were made to 95 percent or more of the applicants less than a week after they asked for aid.

In thirty cities from which adequate data were secured, 28 percent of the new applicants received a relief order on the day aid was requested; 8 percent on the following day; 17 percent on the second or third day; and an additional 23 percent within a week. Fifteen percent of the families did not receive a relief order until one or two weeks had elapsed, and 9 percent waited more than two weeks.

Relief funds for shelter. In December 1933 the TERA advised all local relief officials that "provision of shelter in the form of rent or payment for taxes and interest in lieu of rent is a necessary part of the relief allowance to recipients of home relief." The report indicates considerable improvement in the situation since that date. At the time of the study it was found that "some rent payments" were made in practically all districts, although in a number of offices rent needs still appeared to be met only as an emergency. About 30 percent of the home-relief families received aid with their rent during the month covered by the study, in an average of $13.84 each.

Fuel and light. According to the reports on the 58 cities, 21 made adequate provision of fuel; 35 furnished it "when the need is imperative"; and 2 supplied it quite inadequately.

Light bills were paid regularly in only a few cities. If families on home relief had any earnings it was the custom to let them take care of their own light bills. Kerosene was frequently allowed as a substitute for electric current.

Clothing. Increasingly, local welfare officials have made provision for supplying all types of clothing, but the survey showed that the needs have by no means been met adequately. Forty-six of the 58 cities operated clothing bureaus. Thirty of them were reported to be making proper provision for clothing but "it is probable that the reports on many of the cities are too optimistic." About half of the cities and a smaller proportion of the towns were able to meet the needs of individual clients by purchasing new garments and shoes, as well as making clothing from new material and collecting and remaking old garments. In fully one fourth of the districts, new garments were bought "seldom" or "only in extreme need." The report gives emphasis to the fact that "fortunately there are few districts where the burden of meeting clothing needs has not been materially lightened by the generosity and assistance of private agencies or individuals."

Additional findings of the study will be reported when released.

FERA Rulings

RECENT rulings of the FERA indicate a growing conservatism in relief policies. The current tack of the Administration is in the direction of restored business confidence through greater reliance on "orthodox" measures of government, and FERA is being carried along by this movement.

Production-for-Use continues to be played down from Washington, in response to the wide-spread protests received from alarmed manufacturers. In late September, notice went out to the states that the program for making two million mattresses was to end upon the completion of half that number. Several weeks later, states were told to use their own judgment about continuing the project beyond the middle of October, regardless of the production achieved up to that date.

State financing of a greater part of the relief burden was again stimulated when, on September 28, Administrator Hopkins informed fourteen states that they had been derelict in their duty and that further federal aid depended upon their immediate action in throwing some money into the relief pot. Both Mr. Hopkins and the President bluntly told the country, through the medium of the Chest Mobilization conference at Washington, that the old rule of primary local responsibility still held good, and that the Government was in the relief picture only temporarily and in a supplementary capacity.

Professional Work projects lost much of their "preferred" status in October by a ruling that henceforth no special funds would be earmarked for them, thus giving to the states the authority to determine how extensively they would develop "white-collar" activities.

Denial of relief to able-bodied men where jobs are available occurred in several southern states, causing the FERA to rule that such procedure was justifiable and approved. Mr. Hopkins said:

My attention has been called to allegations that in some states, particularly in those growing tobacco and cotton, farmers are having difficulty in obtaining sufficient labor to harvest their crops. It is stated that in some of these states there are many able-bodied men on the relief rolls receiving the small budgetary allowance for direct relief or work relief, when jobs are available to harvest crops.

Relief administrators of some states in which there is a high peak of seasonal employment, such as the harvesting of tobacco and cotton, have completely discontinued both direct and work relief to able-bodied persons in those areas in which seasonal labor is in demand, and are requiring new and conclusive proof of inability to get a job before resuming aid.

The FERA not only approves this procedure, but insists upon its being followed by those states in which conditions of seasonal employment warrant such action.

Fuel will not be provided this winter through a nation-wide plan, but is to be made a local responsibility to be met from such federal, state and local funds as are designated for general relief purposes.

Unemployables are being removed from unemployment-relief rolls in a number of states on the theory that they are legal charges on local government and should not be supported by federal funds. Where removal has been pushed ahead of the marshaling of local resources to receive them, critical situations have threatened.

In so far as the relief program is supplementing underpaid work, the menace to conditions of labor is unmistakable. When it supplements earnings which, while fair for the work done, are themselves only supplementary to the total family budget, the case is quite different. There has probably never been a time when relief families, as a whole, did not show a large proportion where *some* income was coming in, even when the normal breadwinner was completely unemployed.

In order to know what these figures really mean, we need therefore to know how many of the employed members are young workers living at home, how many are wives not usually at work, and how many are male heads of families working short time or for excessively low rates of pay.

Minnesota SERA Reorganizes

DURING the past summer, the arrangement has been abrogated under which the Children's Bureau of the *Minnesota* State Board of Control has acted for the SERA in the local administration of emergency-relief funds. Under the new set-up, the SERA has its own board and staff in each county, while the Child Welfare Board maintains its parallel system of county boards. Tie-up between the two organizations comes about through the joint appointment by the SERA and the state board of the same social worker to act as divisional supervisors of relief and of child welfare, their salaries being divided between the two state agencies.

SERA officials maintain that the new arrangement is not a step away from a permanent public-welfare set-up in Minnesota; but rather a closer approximation to it.

Work Relief in Two States

THE *Illinois* ERC reports that in a recent month 50 percent of all its work-relief families received small supplementary grants of direct relief "to complete their budgets." Supplementation is the practice in this state "since it is not practicable to extend the period of employment by the quarter-day or half-day which might be required if the wages paid were exactly to equal the amount of the budget." Some items, such as clothing and medical care, are provided directly in order to save money for the clients.

The budgets approved for families on work relief are somewhat larger than for those on direct relief. Reasons: work-relief families are obliged to buy at retail and require greater quantities of food and clothing and more frequent allowances for rents and transportation. Work-relief wages have averaged $32 per month plus appreciable amounts of direct relief. Wages are paid entirely in cash.

Material costs have been met almost exclusively by the local political subdivisions which benefit from the projects. Localities have been putting up about one dollar for materials and supervision to each four dollars received from the ERC for relief wages.

The *Utah* ERA, in a report covering May, June and July operations, discloses the fact that 39 percent of its families were on work relief, requiring 47 percent of the relief funds to maintain them on this basis. The 61 percent who were on direct relief required only 37 percent of the relief funds. The remaining 16 percent of the funds were for "non-relief and administrative costs" which include social service, operation, and supervision and materials for work relief. The report does not state the extent to which localities participated in providing materials.

Troubled Waters

OTHER disturbances in the *California* relief situation have accompanied and followed the indictment of the FERA field representative and the state ER Administrator (see October Survey Midmonthly, page 319.)

Newspaper accounts of the confusing developments in September yield the following:

The State Employment Service in *San Francisco* took a running-jump into the mess with an attack on the alleged SERA policy of importing "foreign" personnel into the state. Aleta Brownlee, assistant state administrator, long a resident of Santa Barbara, was "branded" as having been born in Kansas; and an enterprising legislator introduced into the state Assembly a resolution requiring that all persons employed by state or county relief agencies must be residents of the county where employed. Alleged high salaries of administrative personnel came in for a lambasting; and Vernon D. Northrup, the acting state administrator, promised an immediate investigation.

An extremely technical quarrel between Northrup and the state comptroller over who should control disbursements and audits of funds resulted in a shake-up. The comptroller claimed a victory, but the staff and functions were transferred from Sacramento to Northrup's office in San Francisco.

A self-survey of *Los Angeles'* case load during the summer showed 59,000 eligible for relief as resident employable unemployed, and 18,000 "ineligible." Of the latter, 6000 were found unemployable, but eligible for general relief from the county, 3900 could not be located or refused information, about 100 lacked residence qualification, and 8000 were found to have "chiselled" relief to which they were not entitled.

The *San Francisco* Citizens' ERC claimed a discrepancy between its own records and those of the SERA, but later decided it had been mistaken. With the appointment of a new local relief director in San Francisco, a division of the caseload into "employable" and "unemployable," similar to Los Angeles', was instituted, relief for the former class to be paid from federal-state funds, while local tax funds are to bear the entire burden of the "unemployables."

Effective September 28, the number of relief districts in the state was reduced from ten to six, with further reorganizations intended to effect administration economies and further decentralize control.

Wyoming Blazes Trail

REGULATIONS governing the provision and administration of dormitory service for destitute highschool students in drought areas in *Wyoming* were issued by the FERA in September. The boys and girls who will benefit will be selected from rural families on the drought-relief or rural-rehabilitation rolls, and will be maintained in the communities where the highschools are located. These communities will be expected to provide buildings, kitchen equipment, and fuel while the relief administration will furnish or advance materials and work-relief labor for reconditioning the buildings, work-relief supervision, some furniture, and necessary food. The students will be expected to supply their own clothing, bedding, toilet articles and table utensils, and will be required to participate in the tasks of maintaining and operating the institution.

The total cost per student will be charged to his family, to be re-

paid in work-relief labor or in goods acceptable to the ERA, as required by the rural-rehabilitation program.

It is anticipated that costs will be low as they will include only the items of new furniture and such foodstuffs as must be purchased for cash. Labor for reconditioning and maintenance will be drawn from the work-relief rolls, and will not be charged to the project. "Surplus" foodstuffs will be used to a large extent, under authority recently granted by the FSRC to draw upon its supplies in connection with the general student-aid program.

North Dakota was reported in September to be planning a similar program.

Employed But on Relief

IN a recent speech before the Mobilization Conference, A. J. Altmeyer of the US Department of Labor stated that 22 percent of *families* now on relief had one or more members employed at non-relief work the earnings from which are not sufficient to maintain the family. Taking as a base the number of persons in these families (including children and unemployable) 13 percent are found to have some gainful employment.

At first sight this seems like a gigantic subsidization of employment costs by the US government. A little reflection will, however, bring to mind that a large proportion of these earners in relief families are boy and girl workers, who at no time can have been responsible for the entire support of their families; and that others are the mothers and housewives, hitherto working only at home, who under the spur of distress have obtained intermittent day's work in other people's homes.

Rent in Pittsburgh

PITTSBURGH has been wrestling for several months with the rent problem. In July the Allegheny County ERB announced that beginning in August it would approve shelter allowances based upon the following formula: monthly payments to the landlord or his agent in an amount equal to (a) one twelfth of the annual taxes plus (b) one twelfth of 1 percent of the assessed value of the property occupied by the family on relief. In October this formula was revised and simplified. Henceforth the monthly payment is to be equal to one twelfth of one and a half times the current annual taxes.

The Pittsburgh Housing Association, active in the establishment of this relief reform, points out to the ERB that if the plan is properly administered "houses unfit for use should be promptly vacated, and only dwellings that meet minimum requirements of health, sanitation and safety should be used for housing relief families."

With $250,000 allocated by the ERB for rent payments in October, Pittsburgh property owners are reported to be dissatisfied with the scope of the plan. They maintain that it would take several times that amount to give them real relief from the burdens they are carrying. At a conference with relief officials, landlord representatives asserted that $25 million had been lost to property owners in defaulted rents over the past three years.

From Commissaries to Cash

YIELDING to pressure of public opinion the community markets established in January 1933 by the *Pennsylvania* SERB as an "experimental procedure" in food distribution are passing out of existence. At one time there were seventeen of them scattered over the state. Only one remains.

In its swing away from "in kind" methods, this state has found the relief-order system "cumbersome and a positive obstacle in the way of thrifty home management," so it is embarking upon a trial period of cash relief in its largest subdivision, *Philadelphia*. About 75,000 families will be put on the new basis this month.

The granting of separate orders for food, milk, clothing, shoes and other commodities will be discontinued and a single check issued to cover these necessities. Medical relief will continue to be granted through relief orders. Under the new arrangement, the relief family will have added as a partial allowance to its budget the items of shelter, light and incidentals which were not included under the former system of relief in kind.

The inclusion of a partial allowance for shelter, approximately one and one half the taxes, parallels the action taken in Pittsburgh reported elsewhere in this department. The new system will be closely related to the present budgetary deficiency method of determining eligibility for work relief. Cash grants, however, will be less for direct relief than for work relief.

SERA Puts Up Own Building

THE *New Mexico* Relief Bulletin brings a remarkable story of cooperation between the state ERA, the city authorities of Santa Fe, a local service club, private property owners, the state Highway Department and the state Planning Board, all to the end of erecting a building to house the many activities of the SERA. Decision was reached during the last week in September to undertake the project; by October 3 the participation of these persons and agencies had been secured, a site purchased near the state capitol, and ground broken for the new building which is to be put up with work-relief labor. It is expected that before the end of this year, the New Mexico SERA will be snugly housed under its own roof-tree.

Beautification and Recreation

THE Florida ERA has created a Division of Beautification within its work-relief organization. Aim—"to enhance Florida's national reputation as 'The Land of Flowers and Sunshine' and 'The Playground of America.'" Its program is to abolish unsightly signs, to secure condemnation of disreputable structures, to beautify public property and to recondition historical spots.

To encourage the more profitable use of leisure time, the Florida ERA is also promoting a permanent system of recreational activities. A recreation section has been created, with representatives in each district and local unit. No standardized program has been prepared, but a wide variety of activities is urged, to the end that recreation "may become a permanent item of public policy after the ERA has ceased to exist." A bill passed in the Legislature of 1925 provides for county or municipal appropriations for this purpose, at local option; and it is hoped that a demonstration can be put on which will move many communities to take advantage of this opportunity.

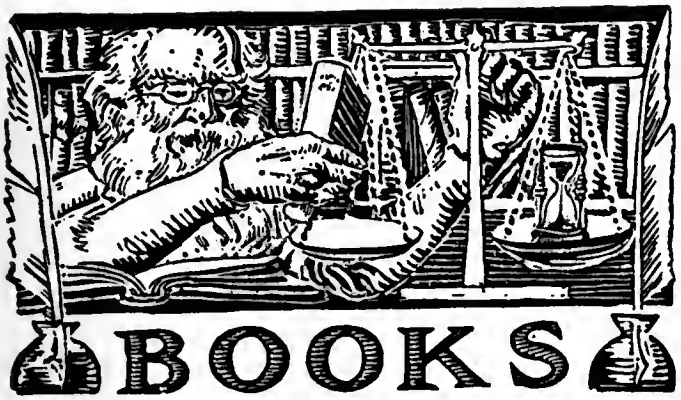
Illinois Decentralizing

SWAMPED by an over centralized accounting burden, the *Illinois* ERC inaugurated a new system in October whereby local accounting and disbursing offices are to be set up in each county receiving FERA assistance. These offices will be authorized to meet work-relief payrolls and to pay such bills as are proper charges against federal funds, thus reducing the congestion of vouchers in the state office. State funds will continue to be disbursed through the old channels. It is anticipated that in addition to saving time and effort, the new system will result in improved public relations all along the line through the elimination of patience-exhausting delays and misunderstandings.

Legal Settlement Study

THE Division of Research and Statistics of the FERA has prepared a series of bulletins covering the statutory requirements for legal settlement in the several states. It proposes to issue later a a second series covering the actual practice of relief agencies in dealing with problems of residence in their various communities. In addition to quoting verbatim from the statutes bearing on the subject, the authors of the bulletins have inserted terse summarizations and observations which enable the reader to grasp the essential points more quickly.

The bulletins should prove to be of great value in the immediate future, when legislators and public-welfare leaders will be in frequent conference on proposed revision of the poor laws.



Pareto vs. The Paretians

AN INTRODUCTION TO PARETO: HIS SOCIOLOGY, *by George C. Homans and Charles P. Curtis, Jr. Knopf. 299 pp. Price $2.50 postpaid of The Survey.*

THE name of Vilfredo Pareto (1848–1923) is in the air. Why should American scholars suddenly become interested in this Italian sociologist a decade after his death? The answer, presumably, is: Pareto must satisfy some sense of need among American scholars. And what is this need? I suspect that it is the need to understand the nature of the world in which they live, to supplement their older specialization with a frame of reference which will give their fractional scholarship some meaning. Jeremy Bentham performed a similar service in the early nineteenth century; he furnished a neat and satisfying formula of logic for the new class of merchants, industrialists, and enterprisers who were about to dominate the new society. He died in 1832, the year of the passage of the Reform Act which granted political suffrage to the new capitalists and thereby elevated them to respectability. Bentham has been historically thanked for his service by being called "the father of laissez-faire." William James played a similar role on behalf of the expansionists of our country; he supplied them with a rational justification for doing anything that seemed to be efficient in terms of an immediate goal. And now, Pareto is called "the Karl Marx of Fascism," that is, the authentic scholar who may be used both logically and scientifically to explain and justify this movement in western civilization. It's a pity—in all three cases. Bentham was a great thinker, as we are slowly beginning to discover, and no mere apologist for capitalism. It is a shallow conception of pragmatism which makes William James the philosophical support for greedy acquisitiveness and crass competitiveness. And Pareto deserves a better place in the history of thought than can be furnished for him by apologists for Fascism. The volume by Homans and Curtis is, then, timely. Intellectual Fascists are sorely in need of a supporting philosophy and a respectable prophet. Pareto should not be thus appropriated, at least not all of him.

My interest in Pareto began in Italy in 1925 when the Italian intellectuals were searching about for satisfactory rationalizations to be used in explaining their conduct to other intellectuals. It was his economics and not his sociology which was then in vogue, and in many respects this seems to me to be still the best approach to his system of thought. Homans and Curtis have begun with an interpretation of his massive, four-volume Trattato di Sociologia Generale. To utilize a term which they have coined, they should be called Paretians. Their attitude toward their readers is a bit contemptuous. They seem to be saying, "We have been students in Professor Henderson's Harvard Seminar; we know about Pareto and we feel obliged to tell you; but, of course, you'll not understand." This pervasive tone, plus the tendency to use quotations in foreign languages when others would suit equally well, and the flippant bits of inserted humor make this an annoying book. I fear that it will not lead many toward serious study of Pareto, but I hope I am wrong because Pareto, although vastly over-rated by these enthusiasts, deserves earnest attention.

What renders Pareto important is not especially his method nor his conclusions but his major hypothesis. Beginning with the assumption that sociology may become a true science, and that its methodology must be as rigorous as that of the older and more accurate sciences, Pareto nevertheless does not commit the error of believing that social phenomena may be studied as though they represented simple objectivity. He begins by insisting that there are two forms of human behavior, one experimental and the other non-experimental. Non-experimental behavior is also non-logical and derives from the sentiments and feelings. Since non-logical behavior is always predominant and therefore has the greater societal influence, sociology should turn its attention especially in its direction. Using Pareto's words,

> It is feeling which drives one to action, which gives life to the moral precepts, to devotion, to religion, in all their very complex and varied forms. It is through the aspiration towards the ideal that societies subsist and progress.

By the inclusion of the so-called subjective elements in behavior Pareto hoped to bring "the social sciences closer to reality." In the next place, Pareto escapes the trap into which so many naive social-research students fall, namely that of assuming a simplified formula of cause and effect. He suggests that social phenomena present a complex of factors which can only be viewed as mutual variables. On the basis of this general hypothesis Pareto proceeds to formulate a schematic conception of behavior which is no longer novel. Our present authors, unhappily, carry along Pareto's awkward language when they might have made the entire conception much clearer by employing terms already in common usage among American social scientists.

Pareto's major categories are four: Experimental and non-experimental actions; Derivatives, or what men say about actions; Residues, or sentiments which correspond to the actions; Derivations, or explanations of actions. Categories 2, 3, and 4 are subordinates of non-experimental actions. Those who read this volume will discover that the body of the work is composed of elaborations of this scheme. The scheme itself is fairly obvious once its key is recognized.

THUS far, there appears to be no good reason for excitement over Pareto. He emerges as a conscientious European scholar who derived great satisfaction from the elaboration of complicated conceptual schemes consisting of categories utilized in non-etymological fashion. But there is a significance in Pareto which transcends his scheme. He ultimately arrives at a description of society and it is at this point that he becomes a convenient antithesis for Marxists. Pareto does not conceive of society as arriving ultimately at a two-class basis. He demonstrates a theory which goes by the name of "the circulation of the élite," a theory which allows for equilibrium only when there is free movement of the masses into the upper realms of the élite. If Pareto's sociology possesses any dynamic elements, these must appear at this point. How, under the dispensation of the principle of the circulation of the élite is social planning to proceed? Pareto's answer is: by adhering to the rule of utility and equilibrium. All societies tend to return to a state of relative equilibrium following periods of instability caused by altered conditions. By an over-simplified logic, we then arrive at the conclusion that social utility is embodied in equilibrium. By what norms are such social utilities to be measured? Pareto does not tell us except by the introduction of the vague term "survival value."

The aim of science is to arrive at satisfactory and usable generalizations. The political, sociological, and economic generalizations which combined to furnish the past one hundred years with a workable frame of reference are no longer adequate. Our world is characterized by sociological chaos. Earnest men are, consequently, seeking for a new set of generalizations suitable for a reorganized society. If they could turn to the social sciences and there find an adequate body of authentic facts, that is, true social facts and not mere tabulations of obvious and dissociated entities, they might know how to formulate the newer generalizations. But, alas, such facts are not available, and hence, the social scientists are as helpless as the politicians in providing us with a satisfying intellectual back-

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ground. Homans and Curtis give assent to the above affirmation and then add, "with the one exception of the body of thought with which this book deals." But this reviewer finds nothing in Pareto to warrant such optimism. Others who seek in Pareto what his American enthusiasts promise will, I fear, be similarly disappointed, but I trust this experience will not serve to discount Pareto as a whole. "The great importance of the Sociologia Generale," say Homans and Curtis, "is that it presents a well-developed theory of the non-logical actions of men." With this statement one must agree, but its significance lies in the fact that it presents a new problem, not that it solves the current problem. How is this conception of the non-logical element in individual behavior and collective conduct to be utilized in fruitful research? If American students of the social sciences should begin at this point, they would find in Pareto a source of great encouragement.

New York School of Social Work EDUARD C. LINDEMAN

All About Public-Health Nursing

SURVEY OF PUBLIC HEALTH NURSING, *by the National Organization for Public Health Nursing. The Commonwealth Fund. 262 pp. Price $2 postpaid of The Survey.*

IMAGINE a group of manufacturers making public review of their methods of production and merchandising with a view to a better product at less cost to the public, or an association of bankers or stock brokers quizzing each other's bond salesmen, cashiers, and boards of management with the intent of raising the income or increasing the security of depositors and investors while refining the methods of selection and training of their counting-room personnel! And yet why should not business management learn from the conduct of professions as the latter have copied technic and accounting practices from the men of the market place? Here we have an example of what a professional group can and will do if it adopts as its original and sustained philosophy, the idea and practice of public service at public expense through the application of responsibility, through organization for more content, better quality, larger quantity, less cost of performance.

Good intentions will not perpetually satisfy an increasingly critical and demanding public for the kind of contribution to contemporary social and personal health necessities which the public-health nurse is trained, willing and eager to provide. An inventory? Yes. Measurement of relative values? Certainly. Candor in recognizing inadequacy? Quite refreshingly so. Locating the cause of unsuccess? Avoiding alibis? Accepting an obvious conclusion that only by better training will better service evolve? Yes! These and a long list of other questions and their definite answers are in the 250 pages of this book by, for and of public-health nurses.

The Commonwealth Fund played the part of the fairy godmother. A survey staff of high qualifications found the pot of golden facts by following evidence and not rainbows. The method of study was direct, and dealt with original sources and field observations in twenty-eight communities and among sixty-eight public-health-nursing agencies, little and big, good and not so good, official and private. The oldest special field of public-health nursing, health supervision of school children, appears to be the poorest in quality while the newest, prenatal care, the best in quality of the ten recognized subdivisions of field work as now commonly conducted. Learn why, by reading this excellent report whether you be physician of the family, health officer of the community, layman with a public interest or conscience, or one of the army of nurses who serves us all. HAVEN EMERSON, M.D.

Making Dr. Patten Accessible

THE ECONOMICS OF SIMON NELSON PATTEN, *by James L. Boswell. Published by the author at the press of the John C. Winston Company. 156 pp. Price $2 postpaid of The Survey.*

THAT Dr. Patten, because of his absorption in things intellectual, "never formed many close attachments in life" and that he "played bridge some" are excusable blunders in the case of a writer who explains in a footnote that he never knew him and is indebted to Patten's friends for his information. One can see what

one or another of Dr. Patten's friends may have meant, treasuring perhaps his own "close attachments" to one whom he probably regarded as his best friend in life, as something unique, and failing to appreciate what an extraordinary number of men and women—students, social workers, athletes, bridge-players, economists and others—had precisely the same idea. Yes, he played bridge some, not by mechanical rules and conventions, but with exciting originality and with keen judgment, always getting his greatest pleasure from his subsequent discussion of leads and bids, his keen analysis of the game, often continued at breakfast the morning after, until he was convinced or had secured conviction in others.

Dr. Boswell has succeeded admirably in understanding and interpreting Dr. Patten's fundamental ideas. His contributions to economic theory, to social science and to practical statesmanship are subjected to a thorough and fruitful examination—such as would have delighted Dr. Patten himself. Those who did know him, and especially those who were his students or colleagues or who crossed weapons with him in written or verbal argument, will find cause for satisfaction that so much of Patten's special technique, his personal characteristics, the "logical harmony" of his teachings, for example, are discernible to one who has only his writings, and the recollections of others, from which to judge. This is a very useful book. It should help to interest thinkers in Patten's idea of a surplus economy to the end that, as the author suggests, the spot-light may be turned on many of our institutions. EDWARD T. DEVINE

New York City

Economic Processes

THE THEORY OF WAGES, *by Paul H. Douglas. Macmillan. 639 pp. Price $5 postpaid of The Survey.*

SEVEN years ago Professor Douglas, then at Amherst, enlisted the cooperation of Professor Cobb of the mathematics department, in a joint effort to apply an inductive test to the productivity theory of wages. No enterprise could have been more worth while. The theory, as it then stood, had an *a priori* character that left it vulnerable to the attacks of the realists, and existing attempts at verification had hardly scratched the surface. With the aid of additional co-workers, Professor Douglas has pushed forward the task then begun to about as complete a stage as the available materials permit. The result is a genuine and important addition to our actual knowledge of economic processes; and it is an added advantage that the particular methods adopted bring to light changes not only in labor productivity, but in that of capital also.

While the book is not one for the layman, it can be understood by any student equipped with elementary mathematical knowledge; and its results are of importance to everybody. The exposition starts with a careful, and critical, statement of the productivity theory; and although the assumptions of the inductive section are directly based on that theory, Professor Douglas does not hide the fact that some of those assumptions are quite unrealistic, while others are valid only for the kind of competitive capitalistic society idealized by John Bates Clark. The method followed experimentally is to compute from existing data changes in the productivity of manufacturing industry, and correlate these with incremental changes in the two factors labor and capital. Relative productivity changes thus derived are then compared with the ascertained changes in the shares of product going to these factors; and the final correlations are close enough to have a high degree of significance. This leads to a realistic examination of the factors bearing on the supply schedules of labor and of capital; and the tentative conclusions arrived at deserve the close attention of all who are concerned with economic planning.

It remains open—as Professor Douglas states at the outset—to anyone who chooses, to speculate on the course of a society based on different postulates from those of the present order. And—as he also states—the conformity of ascertained results to mathematical formulae does not amount to an ethical justification of those postulates. It must also be borne in mind that this work, like all productivity theory, is based on a study of incremental changes; and to that theory in all its forms, the words of Alfred Marshall still apply: "The part played by the net product at the margin of production in the modern doctrine of distribution is apt to be misunderstood. Many able writers have supposed that it represents the marginal use of a thing as governing the value of the whole. It is not so. Marginal uses do not govern value; because they, together with value, are themselves governed by those general relations of demand and supply." WILLIAM ORTON

Smith College

Poisons in Industry

INDUSTRIAL TOXICOLOGY, *by Alice Hamilton. Harpers. 352 pp. Price $3 postpaid of The Survey.*

INDUSTRIAL hygienists must be vigilant and alert to keep up with industrial practise and this is a vigilant volume. It does not take the place of the author's Industrial Poisons in the United States which, since its publication in 1925 has been the most authoritative general textbook on industrial toxicology in this country; it rather supplements and brings up to date the earlier work.

One of a series of medical monographs offered by Harper to the general practitioner, it admirably fulfills its function of acquainting him, in a small handy book, briefly but not too briefly, with those substances commonly employed in industrial processes today whose use entails possible danger to the health of the user. Its value lies in its comprehensive inclusion of the less well-known compounds which have come into increasing use in the last ten or fifteen years. The old standbys, lead, arsenic, mercury, carbon monoxide, and so on are not neglected but here also are a multitude of new names with their effects carefully culled from Dr. Hamilton's own experience and from an exhaustive study of contemporary literature, American and foreign.

The sections on the numerous and confusing coal-tar derivatives, chlorinated hydrocarbons and the constituents of the increasingly important cellulose coatings are especially valuable. In her introduction Dr. Hamilton outlines the measures which should be instituted by the management of a plant to prevent industrial poisoning and the part which the plant physician should play in proper selection of employes and in medical supervision of both employes and conditions of work. ADELAIDE ROSS SMITH, M.D.

New York State Labor Department

The Family as an Institution

THE FAMILY, ITS SOCIOLOGY AND SOCIAL PSYCHIATRY, *by Joseph Kirk Folsom. Wiley. 604 pp. Price $4 postpaid of The Survey.*

THE present year has seen the appearance of several worthwhile general books on the family. Among these first place clearly belongs to the volume by Professor Folsom. He has done an unusually successful job of welding together psychiatric and cultural approaches in his study of the family as an institution and as a matrix of personal relationships. A hint of the author's synthesis is given in his discussion of human "needs" as "relative to the cultural setting"; also in his use of the concept "subcultural," with implications of environmental influence apart from imitation and tradition, which is substituted for the older concept "instinctive," with implications of hereditary behavior patterns.

On the whole Professor Folsom deals quite directly and dispassionately with controversial issues. "Problems of the family" are to him, not deviations from the mores of his particular group, but cultural lags "the direction of whose readjustment has not yet been determined." In dealing with these he points out "the fallacy of remedy by 'removing the cause'," for every domestic condition and event is an integral part of a complex situation and process. Moreover, "there is no solution completely within the framework of our traditional mores. . . . Each 'solution,' when studied in detail, becomes in itself a problem."

Throughout the book are marks of the careful assembling and analysis of evidence. This appears in the author's critical evaluation of theories of "family evolution" and his treatment of the "process of social change" as it has involved the family in recent years. Some exception might be taken to his conclusions about "dysgenic repro-

duction," but even here he is to be commended for the caution with which tentative conclusions are presented.

This is a book which deserves wide reading by students, social workers, and all persons with an intellectual interest in family life.

Washington University STUART A. QUEEN

RUN OF THE SHELVES
A DESCRIPTIVE LIST OF THE NEW BOOKS

A DIRECTORY OF ORGANIZATIONS IN THE FIELD OF PUBLIC ADMINISTRATION, *prepared by Public Administration Clearing House, published by Public Administration Service, 850 East 58 street, Chicago. 192 pp. Price $1.*

An enlarged edition of a compilation first published in 1932. Lists and describes 500 national organizations concerned with the improvement of government and public administration, and some 1400 state, regional and Canadian associations.

THE HELP EACH OTHER CLUB: A One-Act Play, *by Booth Tarkington. Appleton-Century. 26 pp. Price 50 cents postpaid of The Survey.*

Those who heard this authentic small-boy dialogue at its radio presentation during the 1933 mobilization, for which it was especially prepared, will find that it reads even better than it listened. Directions for securing acting rights, which should be in demand from settlements and boys' clubs, are given under the rather ominous head of "Warning."

THE MOTHER'S ENCYCLOPEDIA, *compiled and edited by the editors of The Parent's Magazine. Reynal and Hitchcock. 907 pp. Price $3 postpaid of The Survey.*

The index of this new one-volume edition runs from Abilities to Youthful Chivalry, and includes Ultra-violet Rays and Whooping Cough, as well as Egotism and Mother-Son Relationship. Articles on questions of health, habits, manners, recreation, family adjustment and many other aspects of the complex job of parenthood are taken from the files of the magazine.

PERSONNEL DEVELOPMENT AND GUIDANCE IN COLLEGE AND SECONDARY SCHOOL, *by Ruth Strang, Ph.D. Harper. 341 pp. $4.*

Dr. Strang summarizes and evaluates the results of investigations relating to "personnel work" in highschools and colleges, in a large and detailed study primarily intended for teachers and vocational counselors. This first volume deals with administrative aspects and educational guidance. Three additional volumes are contemplated, covering individual counseling, control of the student's environment and supervision of group activities, vocational guidance.

AMERICAN CIVIC ANNUAL—VOL. V, *edited by Harlean James, American Civic Association, Inc. 275 pp. $3 to non-members, $2 to members.*

Annually an important addition to planning literature, this latest volume is, as were its predecessors, a condensed textbook on current planning. The 1934 model gives over half its pages to describing various federal planning agencies; but as usual, activities of regional, state and municipal agencies are also included. The membership list of the American Civic Federation, printed in the back of the book, constitutes as the authors state a veritable "Who's Who in civic achievement."

ORGANIZATION FOR SOCIAL WELFARE, *by George B. Mangold, Ph.D. Macmillan. 494 pp. $3.50.*

Professor Mangold, who holds the chair of sociology at the University of Southern California, believes that modern social work is "something more than a grown-up system of philanthropy" but that much of it "makes matters worse instead of better." That being said he proceeds to a careful analysis of the evolution of social work, public and private and its organization for general and specific services. Brought together that way it does look pretty complicated, but you can hardly blame the author for that. Undoubtedly useful for the currently popular "intensive course."

COMMUNICATIONS

Any Inquirers?

To the Editor: That fat church-mouse was a millionaire compared to me. I owe for my room and board. I need clothes. In fact I need everything. It's hard for me to get postage stamps even, and I haven't found the hideout of the elusive dollar. I have a temperamental portable typewriter and I get paper at the five-and-ten and try to write articles that the magazines will like as much as I do. But I must be partial to my own brain-children, or perhaps only a mother could love 'em. I'm sorry I cannot keep on taking The Survey and Survey Graphic. I have a shut-in who enjoys them too. Some day I'll take them again. D. E.

Washington

To the Editor: By nature an optimist I have clung to a hope of somehow saving from the ruins enough to pay the current year's subscription to Survey Graphic. But it proved a vain dream.

Wisconsin S. M.

To the Editor: It is with really poignant regret that I write to give up my subscription to Survey Graphic. . . . It has been a beloved companion for many years and I shall miss it greatly. I hope at some future time to be able to re-subscribe. P. N. A.

Pennsylvania

[It's tough business to remove names of readers like these from our mailing list. We always wish that The Survey could afford the privilege of indefinite postponement. Among our readers are there any who would like to continue "a beloved companion" for another year to these three, and the likes of them? The Survey will make available at this time and for this purpose the special gift rate which is ordinarily available only at Christmas time. Any inquirers?

The Editors]

Swing High, Swing Low

To the Editor: This letter is inspired by recent attempts by some of our best social workers to minimize the aid of mental hygiene in the treatment of our unemployment problem. One such, writing in Pennsylvania Social Work, Vol. 1, No. 1, refers to Mental Hygiene as a palliative and asks instead for "a sound and comprehensive program," and so on.

Now, hooray, say I, for the "comprehensive program," but what I want to ask is, in another four years will we be labeling it a panacea and starting another pendulum swing back to some other palliative? Or is it altogether impossible for us to hold as many as two ideas in mind at the same time?

Back and forth we swing. Shall we be selfish or cooperate? Shall we take or give? Shall we be thrifty or generous? Shall we be governed by self-preservation or race-preservation? Shall we offer security for all or encourage self-reliance? Shall we treat people individually or en masse? Are differences more important than similarities, heredity than environment? Only a Darrow can advocate both competition and socialization at the same time, at which a Walter Lippmann will express concern because of the contradiction (see William Hard's article in July Survey Graphic.)

The fact is that human values are always bi-polar.

While we applied our onesided mental-hygiene program to the unemployed, industrialists listened in and were pleased. And now that we are demanding security for all from the industrialists, you may be sure that many of the unemployed are listening in and getting ready to sit back for a long rest.

Why not both?

Easton, Pa. Merlin M. Paine

GOSSIP: of People and Things

A New School of Social Work

THE Catholic University of America, Washington, D. C., opened this fall, a new school of social work, offering the degrees of Master of Science in Social Work and Doctor of Philosophy in Social Science. The organization of the school, its fundamental purpose to provide trained leadership in Catholic social work in the United States, came as a result of a request to the University by diocesan directors of Catholic charities, a committee of whom, under the chairmanship of Msgr. Robert F. Keegan of New York, collaborated with the Rector in plans and program. Says the announcement, "In the past many of our best leaders have been trained in the school of practical experience. The necessity for formal training is now recognized in the whole field of social work." The Rev. John O'Grady, Ph.D., LL.D., is dean of the faculty, other members of which, with their subjects, include as lecturers: Msgr. John A. Ryan, industrial ethics; the Rev. Thomas Verner Moore, psychiatry; the Rev. Paul Hanly Furfey, leisure time; Sister Olivia, hospital administration; Elwood Street, social work administration; as instructors: Mary E. Godley, child welfare; Miriam Dunn, M.D., mental hygiene; Mary L. Gibbons, public welfare administration; Margaret C. Norman, social case work; Anna Schneider, child welfare; as director of field work, Frances Hoynes.

VIOLA P. ARMSTRONG, for years with the Department of Recreation of Detroit, is now social organizer with the Gleaner Life Insurance Company of Detroit, traveling through the state assisting local lodges with recreation projects.

ACCORDING to an announcement from the Labor Socialist Press Service, Chicago, the National Committee of Action, "composed of representatives of unemployed organizations of fourteen states," is calling on the unemployed to "take part in simultaneous demonstrations before city and county relief boards on Saturday, November 24, to demand action on a national program for the unemployed." At the same time the committee will present its demands to the national administration in Washington. These moves were planned at a two-day conference in Chicago participated in by seven organizations claiming to represent a membership of 75,000 unemployed.

T. C. ROHRBAUGH has resigned from the Community Fund of Roanoke, Va., to direct the Social Service Bureau and Emergency Relief Administration of the same city.

BY the road of matrimony the National Recreation Association has lost its popular field worker, Erna Bunke, who for several years has promoted its program of play in institutions. Miss Bunke was married recently to Lester Carson and has gone out to Hankow, China, where her husband is associated with one of the oil companies. Jeanne Barnes, superintendent of recreation at Morgantown, W. Va., is succeeding her with the Association.

IT is good news that Jacob Billikopf is back as chairman of the Philadelphia Regional Labor Board from which he resigned last May when the stress and strain of the job had so threatened his health that his doctors ordered a long rest. An editorial in the Philadelphia Evening Bulletin welcomes him back as "a reasonable and reasoning peacemaker in industrial controversy."

THE New York AICP lays claim to fame, or something, in the fact that a new nurse added to its staff is appropriately named Nurse, Sara M.

JOSEPH E. BECK has left the Family Welfare Society of Scranton, Pa., to go to Philadelphia as head of the Jewish Welfare Society. Clifford V. Colwill of Cleveland has succeeded him in Scranton.

CECILIA RAZOVSKY, who always seems to be on the firing-line somewhere or other, has been loaned by the National Council of Jewish Women to serve as secretary and executive director of the new National Coordinating Committee for Aid to Refugees and Emigrants Coming From Germany—a good round name if there ever was one. The committee of which Joseph P. Chamberlain is chairman, is supported by sixteen organizations and is working in cooperation with the High Commission for Refugees Coming from Germany. Its office is at 245 Fifth Avenue, New York.

THE New York Tuberculosis and Health Association has drawn Bernard C. Coleman from the New Jersey Emergency Relief Administration to head its division on tuberculosis which has been without a secretary since the death of Frederick Bell more than a year ago.

OWING to the pressure of his new duties as president of William and Mary College, John Stewart Bryan of Richmond has yielded the presidency of Community Chests and Councils, Inc., to the first vice-president, Frederic R. Kellogg of Morristown, N. J., himself stepping into Mr. Kellogg's vice-presidential shoes. Other v-p's elected at the recent Washington meeting of the CCC were George E. Vincent of Greenwich, Conn., and Stillman E. Westbrook of Hartford, Conn.

AND speaking of Mr. Bryan—in one of the informal little speeches with which he enlivened the Washington meeting he stopped himself in a classical reference and reassured his hearers: "My brother says, 'Every time Stewart begins this side of Homer it's that much pure gain for the audience.' "

STILL on the Washington meeting, the 1934 Mobilization for Human Needs, but digressing to the subject of the high cost of social-work meals—on which this gossiper has been bitter for years and to no effect whatsoever. It was the night of the big dinner at the Mayflower Hotel with Mrs. Roosevelt as the post-prandial *pièce de resistance*—price $2.50. Stationed in the long corridor down which the guests, with their $2.50 tickets, drifted to the dining-room, was a bell-hop, slim and trim in his white monkey-jacket. With complete impassivity he chanted over and over, "This way to the banquet for the human needs—this way to the banquet for the human needs."

THE Institute for Juvenile Research, Chicago, held its twenty-fifth birthday party recently with old and new friends gathered for the celebration of this notable milestone of the first children's behavior clinic in the country. To the great regret of all concerned Mrs. William Dummer, firm friend of the Institute since its beginning, was unable to be present.

THE American Red Cross, going into its annual roll-call, finds itself, according to James L. Fieser, its vice-chairman, with some 3,800,000 adult members and 7,350,000 juniors. Its chapters employ 750 public-health nurses and its volunteers produced last year, to name only one of many services, 4,734,000 garments. Relief to civilians is still a large Red Cross activity, 563 chapters reporting aid to 284,668 civilian families.

THE third International Conference of Social Work will be held, July 12–28 in London, not in Oxford as first planned. The general theme will be, Social Work and the Community.

FLORENCE L. Sullivan, lately with the School of Social Work of Loyola University, is now with the Arizona State Department of Public Welfare. Regina O'Connell, secretary of the Bureau of Catholic Charities, Hartford, Conn., has joined the faculty of the Loyola school as instructor in case work.

DR. LEROY W. HUBBARD, for many years a member of the staff of the New York State Department of Health and now director of the Georgia Warm Springs Foundation, has received the golden key of the American Congress of Physical Therapy, the highest honor conferred by that organization.

THE Pennsylvania Conference on Social Welfare has launched a quarterly journal, Pennsylvania Social Work, as an "open forum for the exchange of opinion on social practice." Marion Hathway is the editor and H. A. Waldkoenig, 519 Smithfield Street, Pittsburgh, the business manager. In addition to articles, it has a department of social-research notes edited by Prof. Robert L. Sutherland of Bucknell University, and another, Trends in Unemployment Relief, edited by Arthur Dunham.

FLORENCE HUTSINPILLAR, associated with the US Children's Bureau for the past seven years, is the new director of the Department of Social Work of the University of Denver, succeeding G. Eleanor Kimball who resigned to return to California. Professor Hutsinpillar was one of the three delegates representing this country at the last international conference on child welfare in Geneva.

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A CONTRIBUTION OF MENTAL HYGIENE TO EDUCATION describes and interprets group therapy at the Illinois School for Feebleminded with its implication for all education.
Education Through Play Bertha Schlotter
Spontaneity Adolph Meyer, M.D.
Some Unnoted Aspects of Therapy Scott Buchanan
(And a Reprint from Child Education of May, 1934)
Play—A Unique Discipline Neva L. Boyd
Postpaid 25 cents, Illinois Conference on Public Welfare, 203 N. Wabash Ave., Chicago

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BEFORE the New School of Social Work, Catholic University, had even struck its stride it began the good old custom of lending out its faculty for special duties. Anna Schneider, instructor in child welfare, was the first to go—to Providence for a six-months study of Catholic Charities there.

Leaders Elected

NEW officers of the American Prison Association, elected at its recent annual congress in Dallas are: President, Stanley P. Ashe, Pittsburgh; vice-presidents, Mrs. Franklin D. Roosevelt, Washington, D. C.; Harold E. Donnell, Baltimore, Md.; John J. Hannon, Madison, Wis.; Austin H. McCormick, New York City; and W. A. Paddock, Houston, Tex. E. R. Cass, New York, remains as general secretary and George C. Erskine, Cheshire, Conn., as treasurer. The 1935 meeting will be held in Atlanta, Ga.

THE National Conference of Catholic Charities reelected as its president Msgr. R. Marcellus Wagner of Cincinnati. New vice-presidents are the Very Rev. W. A. Cummings of Chicago, John A. Reilly of St. Louis and Joseph H. Bartley of Peoria.

NEW officers of the Vermont State Conference of Social Work are: President, Rev. M. S. Cyatt, Brattleboro; vice-presidents, Elin Anderson and Ruth Clifford, Burlington and Russell Sholes, Middlebury; secretary, Mabel F. Abbott; treasurer, Doris Frizzell, both of Bellows Falls.

HAROLD L. BRIGHAM, recently with the Central Registration Bureau for Men in New York, has gone to Chicago to the staff of the Council of Social Agencies to head its division on recreation and education.

DR. JOHN T. HANKS of New York City has been appointed dental advisor to the FERA and will consult monthly with the Washington staff on all questions pertaining to the dental profession. Dr. Hanks is a member of the Economics Committee of the American Dental Association, which previously had appointed him to confer with the FERA.

MADELEINE LAY has left the Children's Aid Society of Buffalo, where she did psychiatric case work, to do similar work with the Brooklyn Bureau of Charities and to teach certain courses at the New York School of Social Work.

"A high credit to herself and to her sex" says a newspaper editorial commenting on the appointment of Elinore M. Herrick as director of the New York Regional Labor Board of which she has been for the past year executive vice-chairman. And incidentally a credit to the New York Consumers' League and other agencies which enjoyed Mrs. Herrick's services before these larger duties claimed her. It is said, and maybe this should be off the record, that this appointment puts Mrs. Herrick, in the matter of salary, into the top handful of women in public service.

DECEMBER 6–8 and New York City will see the annual conference of the National Society for the Prevention of Blindness. The chief address, A Wide Basis for Blindness Prevention, will be delivered by Dr. Edward Jackson of Denver, Colorado, who was the first recipient, in 1925, of the Leslie Dana Gold Medal awarded annually for outstanding achievement in the prevention of blindness and conservation of vision. Sight-saving classes and prevention of eye accidents and of prenatal infections causing blindness are among the topics to be discussed. For further details, consult the Society, 50 W. 50 St., New York City.

THE Iowa Tuberculosis Association has elected C. W. Kammier as its executive secretary to succeed T. J. Edmonds whose "loan" to the FERA finally became a permanent loss to Iowa. Mr. Kammier has been for six years educational director of the Michigan Tuberculosis Association.

THE California SERA has taken Raymond E. Hoyt from the Los Angeles Playground and Recreation Department to direct its recreation and education program in transient camps and shelters.

AUSTIN V. CANNON, attorney, leader among Cleveland laymen in social work and chairman of the Cuyahoga County Relief Commission, died suddenly last month while attending a party arranged by his staff and other social workers.

THE SURVEY

Vol. LXX. No. 12 MONTHLY December 1934

CONTENTS

FRONTISPIECE 370

OHIO PRODUCES FOR OHIOANS ..... *Joanna C. Colcord* 371

WHITE-COLLAR TEMPERAMENT ..... *Gertrude Springer* 374

THE LUNDEEN BILL—

Pro ..... *A. J. Muste* 376

Con ..... *I. M. Rubinow* 377

WHAT DO SOCIAL WORKERS WANT? ..... *Jacob Kepecs* 378

PUBLIC RELIEF—MASTERY OR DRIFT ..... *Arthur Dunham* 380

ARC ..... *Paul Kellogg* 383

THE COMMON WELFARE 384

HEALTH 386

INDUSTRY 388

EDUCATION 389

UNEMPLOYMENT AND COMMUNITY ACTION 391

BOOKS 394

COMMUNICATIONS 396

GOSSIP 398

Files of the Survey will be found in public and college libraries. All issues are indexed in the Readers' Guide to Periodical Literature. Ask the Librarian.

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SO THEY SAY

Hunger is not debatable.—*Harry L. Hopkins, FERA.*

All conservatives want is security and freedom.—*Roger Babson, economist.*

Nobody wants his cause nearly as bad as he wants to talk about his cause.—*Will Rogers.*

My mail is almost exclusively from people who would like something.—*Mrs. Franklin D. Roosevelt.*

He's not one of those new authorities specializing in a field other than his own.—*George D. Vincent.*

The only possible relief of a permanent nature for our mountain people is an education.—*Charles Goins, Oneida, Kentucky.*

American education has an infinite capacity for taking tainted money and washing it.—*Robert M. Hutchins, president, University of Chicago.*

You will never persuade the capitalist to cause himself losses . . . for the sake of satisfying the people's needs.—*Joseph V. Stalin to H. G. Wells.*

As for the private armament industry, it is an international chain-store with headquarters in hell.—*Rev. F. H. Drinkwater in Money and Social Justice.*

Demoralization caused by unemployment is our greatest extravagance. Morally, it is the greatest menace to our social order.—*President Roosevelt.*

Boys who have finished their studies and have been fermenting in idleness are the tinder lying around this state.—*John J. Kelly, chief of police, Providence, R. I.*

Our favorite soporific is the announcement by some official that this or that department will be run with no consideration of politics.—*F.P.A. in New York Herald Tribune.*

Crop reduction is working with the chinch-bugs, boll weevils, storms and droughts in making scarce the things for which millions are nightly praying.—*Senator Borah to an Idaho grange.*

Like intelligence or health, democracy is a matter of degree. It is never wholly absent, even in the most extreme despotism, and is never completely realized.—*Arthur E. Morgan in Antioch Notes.*

The first hope of a painter who really feels hopeful about painting is that hope that the painting will move, that it will live outside its frame.—*Gertrude Stein at Museum of Modern Art, New York.*

The one thing I feel confident in predicting about the turn American mass judgment will take in the next five or ten years is that it cannot be predicted.—*Glenn Frank, president, University of Wisconsin.*

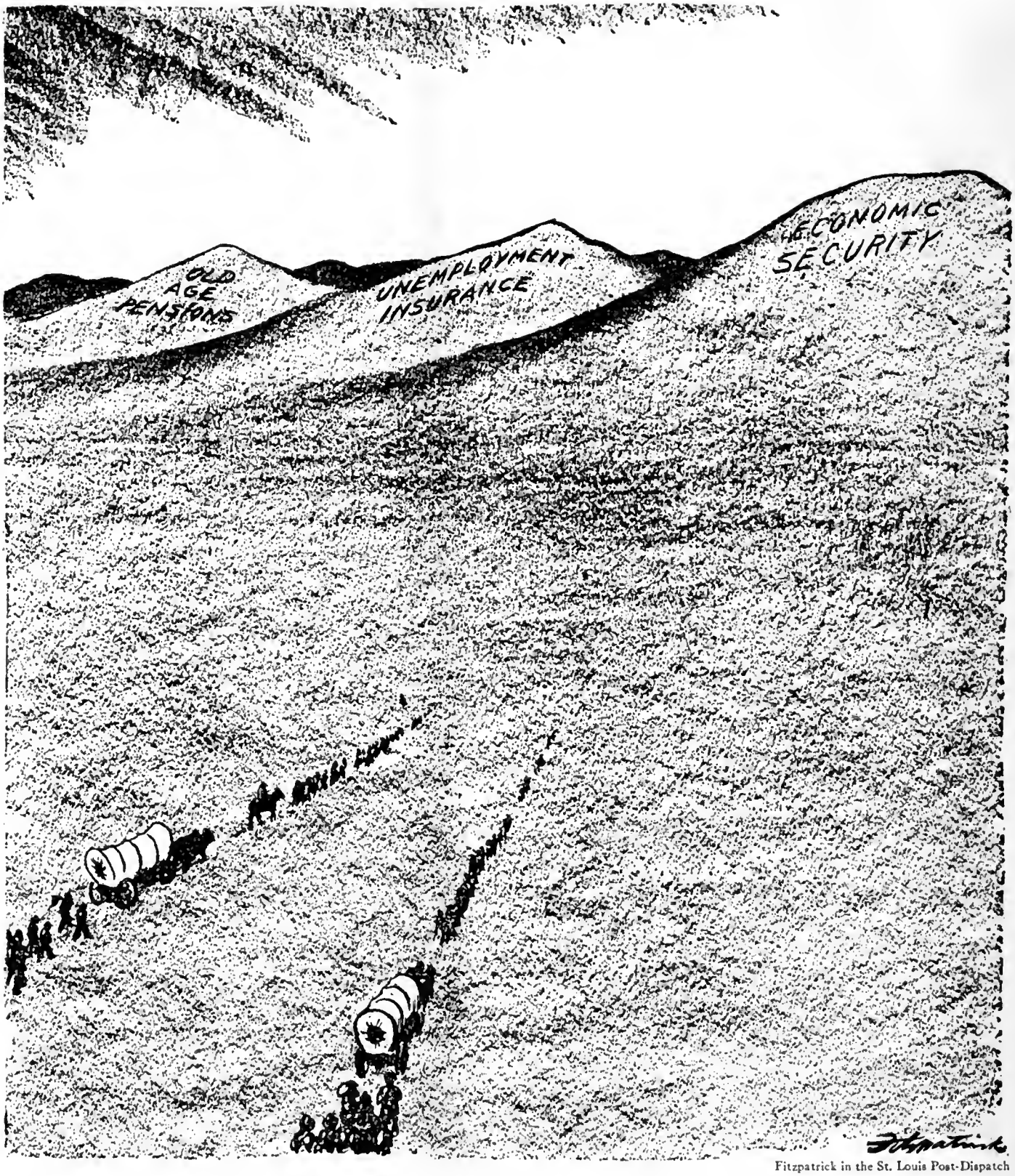
The future of America depends upon our ability to disprove by means of education Lord Macauley's dictum that democracy is government by count of the polls of the ignorant.—*Robert M. Sproul, president, University of California.*

The average citizen thinks of the Communist as a trouble-maker because he always arrives first on the scene of somebody else's strike, is the last to leave and invariably brands every settlement a "sell-out."—*Editorial in Common Sense.*

We talk about economic forces as though they were something outside of humanity when in reality they come out of humanity.—*Walter M. Citrine, general secretary, British Trade Union Congress on his recent tour of the United States.*

A few "Machine Gun" Kellys and Dillingers can play havoc with criminological science. In five minutes they can destroy more carefully conceived ideas and practices than expert criminologists can build up in years.—*Walter M. Wallack, director of education, N. Y. State Department of Correction.*

In the final analysis the Constitution was set up by those who wrote it as a bulwark for minorities. . . . The majority, whether it be a majority of people or a majority of dollars, has always been able to take care of itself, Constitution or no Constitution.—*Harold L. Ickes, Secretary of the Interior.*



Fitzpatrick in the St. Louis Post-Dispatch

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Volume LXX
No. 12

Ohio Produces for Ohioans

By JOANNA C. COLCORD
Director, Charity Organization Department, Russell Sage Foundation

EACH trial balloon sent up from Washington in relation to governmental production-for-use has been promptly shot down in enraged sorties by manufacturers upon the national capital. But meanwhile, various state relief administrations have made tentative moves in the direction of using relief labor to produce consumption goods for the use of those on relief. Mattress factories and canning plants for surplus products are the most frequently found; but Alabama, Illinois, Kentucky, Louisiana, Massachusetts, Michigan, Mississippi and Tennessee have also decidedly interesting plans in operation for production-for-use on a wider scale in factories or mines.

Indeed, relief administrations have from the beginning fostered self-help in the form of garden programs, where the unemployed grew their own vegetables, thus doing truck-gardeners and produce-merchants out of a lot of government money. We have heard no protest from the provision industry, perhaps because of the obvious absurdity of trying to prevent men from growing their own food out of the good earth whenever they could get access to it. But when it came to making mattresses, from surplus cotton, bought by the AAA, were the mattress manufacturers heard from? They were! No amount of pointing out that the cotton was a surplus; that it *must* be given away in order not to defeat the purpose for which it had been bought, that the people who received the mattresses had no independent power as purchasers, that relief funds would not stretch to buy mattresses for them—that the whole affair, in short, was one of surplus having no relation to markets and profits—made any impression upon them. The government could not and should not promote any form of work-relief in industry!

The State Relief Commission of Ohio, however, has recently taken a step in advance of surplus-commodity production. On June 15, 1934, it set up a subsidiary corporation, Ohio Relief Production Units, Incorporated, to attempt to end, as its prospectus states, "a curious and un-American situation." The unpaid members of the SRC constituted the incorporators; its president is Gen. F. D. Henderson, executive director of the Ohio State Relief Commission; its manager is Boyd Fisher.

No advance capitalization was involved, the SRC financing the operations by successive grants on submission of reports as to requirements. Production from surplus commodities—mattresses, canned meat from drought cattle—is not included under RPU, but is carried on by other branches of the State Relief Commission.

Let us look briefly at the figures before considering means and methods. The period from June 15 to August 1 was spent in organization and preparation, finding suitable factories and determining the demand for goods in the relief set-up. On August 1, the first garment-unit was opened in Toledo, followed two days later by another at Delaware. By November 6, eleven factories were in operation as shown in the table on page 373.

Plans are ready for opening, as soon as approved, a factory to turn out 4500 blankets monthly, as well as heavy materials for overcoats; and another to manufacture underwear and pajamas.

UP to October 27, the six units which had by that time been able to turn out goods had produced 2012 articles of furniture with a sales value of $2043; 970 stoves valued at $6172, and clothing of all descriptions valued at $26,165—a total of $34,380.

Operating costs in the same six units (including initial investments for repairs and equipment of $10,600) had been $112,600 for raw materials and operation of plant, while $31,400 had been paid for wages. It should be pointed out that the figures here presented do not constitute a balance-sheet to show unit costs of production, since bills for raw materials are delayed for a month, and much material already purchased is available for future manufacture.

In all, up to October 31, counting in both the factories which had produced goods, and those not yet producing, costs of renting, equipping, and operating factories, purchase of raw materials, and labor costs, had totalled about $224,000, while grants from the SRC to RPU had been about $226,000. Administrative costs of operating RPU had been about $23,000 covered by a separate grant from the SRC.

The main departments of RPU are: management which secures factories and exercises all general functions; planning, which ascertains demand, determines the kind, amount, and price of goods to be manufactured, and prepares production-schedules; production, which secures and operates the factories; accounting; distribution. The production and distribution departments approve designs submitted by the planning department, and jointly place final approval on completed articles.

PROCEDURES involved in the decision to open a plant are varied. A survey made last summer has located every idle factory in the state, and facts and specifications are in hand concerning them. When it is decided to produce a given kind of goods, the plants capable of doing this work are sorted over, and assessed according to their availability on leasehold, up-to-dateness in equipment, condition of buildings, transportation facilities, and location with respect to potential workers on relief. Before a plant is leased, a detailed inspection is made by the engineering section, and a report turned in showing what changes, if any, will have to be made in structure of building, machines, protection against fire and labor hazards, light, heat, transportation facilities on the premises, and so on. When the plant is accepted and the lease signed, a competent factory manager is employed on the non-relief payroll—often he is the former manager of the concern. Structural repairs must be made at the lessor's cost, but machinery and removable improvements are installed by RPU.

These, together with estimated necessary raw materials, fuel, and so on, are requisitioned through the purchasing department of the SRC, RPU having no purchasing facilities of its own. A factory accounting and production system is set up for the new unit, and boiler and fire inspections made by the proper authorities.

At this point the county works director is asked to set up a project in the employment of personnel. All but a few skilled or supervisory workers are taken from relief rolls. No factory has more than seven on its non-relief payroll, and they make up less than 10 percent of the workers employed.

Where possible, former workers in the closed factory are chosen from the relief lists. A certain number of these are really necessary to train the others; though the progress of the learners on machine operations is rapid. I saw one girl, who came green into the stocking factory a month ago, who could now outstrip older hands in the delicate process of attaching the ribbed top to the body of the stocking.

Wages and hours are determined as in all work-relief operations. The wage rate is that prevailing in the industry; hours are set at enough to make up the budgetary deficiency. This necessitates shifts of different lengths. Operatives on a thirty-hour shift will work five hours each morning; the twenty-four-hour workers will drop out Saturday morning; the twenty-hour-gang works four hours each afternoon except Saturday, and so on. Because of the shift system, it is difficult to average the number of persons employed in any given month. In October, it was close to 1200. The largest number of jobs in any one factory is 112, in the Toledo Garment Factory, but the shift system places two or more persons in each of the jobs. Women who are heads of households fit well into these schedules, because it gives them time to run their domestic affairs.

A cardinal point in the program is the entire willingness, at all times, to part with the most competent operatives if a "real job" opens up for them in industry. In interviews with apprehensive business men, much is made of the argument that RPU is keeping a reservoir of potential employes from losing skill and morale, and holding them always in readiness to fill private industry's needs.

All wages are paid weekly in cash. At the outset, workers were allowed to work supplementary hours beyond their budgetary assignments, and were paid for the extra time in "certificates" exchangeable for any of the products of the units. In practice, the distribution of goods on individual orders proved expensive and difficult to handle, and the privilege has been suspended. It is hoped to resume this supplementary production-distribution system when products have become more varied and the employed force more numerous. To do this, some sort of mail-order system will probably have to be devised.

Production-for-use, then, is going on merrily in Ohio. The furniture and stoves are sturdy and good-looking. The chinaware, of a plain ivory color, is simple and delicately Georgian in style, suitable for any cottage livingroom. The clothing now available consists of stout and well-made men's work shirts and overalls, women's and girls' cotton dresses made of pretty prints, and neat and becoming as seen on living models. Stockings are of cotton or rayon, in brown and black. The outer garments—rubberized windbreakers of black leatherette and brown suede-cloth with bright linings—are especially attractive, and warm enough for winter wear. Nothing in the appearance of these articles would ticket the receiver in any way as a relief recipient; and the prices are also attractive: $3.75 to $8.75 for stoves, 75 cents to $1 for women's dresses, $1 for men's overalls and so on. The selling price is supposed to cover all costs of production and include a certain percentage of "profit."

WHICH brings us to the question of distribution. How are these goods to reach the people for whom they are intended?

In the first place, the prices on the tags will not be paid in cash by clients—at least, not until cash relief is the order of the day in Ohio. County relief administrations order the goods from the catalog supplied them by the distribution department, specifying sizes and styles. Factory shipping orders are then made out, and the goods shipped out by truck from factory stocks. Arrangements are now in prospect to use cooperatively the warehouses and trucks of the Surplus Relief Corporation of Ohio for this purpose.

The county relief administration then follows its own system of distributing the goods to clients. Clothing is included in budgeted relief, but furniture, stoves, and china are obviously extras. The significance of this fact will appear later. The county ERA pays the bill by crediting back to RPU, out of its next month's relief allotment from the SRC, the amount due for the goods purchased. The expectation of RPU officials is that in the course of a few months, receipts from the goods "sold" in this way will reimburse them in the SRC's books for their operations, and build up a "sinking fund" of profits to cover the cost of opening new factories. For the next few months, they say, capital advances will be necessary, up to perhaps a half million in all; but early in 1935 they expect to be self-supporting from the point of view of book credits.

This expectation rests, however, upon a sub-structure of

demand from the county relief authorities, since they are RPU's only customers. This is governed in turn by the amount of monthly relief grants to the counties from the state administration. County relief directors say: "Sure; when they asked us to send in a list of all the things our families need, we did just that. But nothing was said about our having to pay for the goods out of present relief allotments. Our food budgets are too low now—we can't cut them further. If these manufactured goods are surplus, we can use 'em—if they aren't, we can't, unless our monthly allotments are increased."

Against this we have to set the fact that RPU's sales up to November 6 (sales meaning orders received from county relief units) have amounted to $28,743—at least 75 percent of the goods produced; that advance orders for 1900 men's woolen suits and 6500 dozen pairs of hosiery are piled up in the Cleveland factories, and that the stove-unit is unable to keep up with the demand from the counties. Orders are being carefully analysed for trends, and not too much capital is allowed to be tied up in manufacturing "for stock." Presumably a balance will be struck between the volume of goods the counties would like to have, and the amount they can afford to "buy" without unbudgeting budgeted relief. But this may mean great concentration of orders on the clothing units, and less encouragement to diversify the program.

Possible alternatives are, (a) to abandon the attempt to show a paper equilibrium for RPU, and frankly to distribute the product to the counties to be used as surplus, since the going costs have to be met out of relief anyway. This would go far towards meeting charges by manufacturers that RPU is competing with them for the relief trade. Or (b) the relief allotments to counties might be increased to cover their requisitions on RPU—amounting to the same thing in dollars and cents, but allowing RPU to show cost-sheets and balances like any business concern.

It is, however, dodging an issue to claim, as some people do, that state-managed production of consumable necessities for the unemployed does not cut into retail business. Manufacturers and distributors of food and clothing, particularly, have disposed of large fractions of their product to relief administrations during the past several years, and been paid in cash therefor. Men have been kept in employment producing consumption goods for the government to give away to the unemployed. The question at the root of the matter seems to be: Is this real business? Does it measure genuine consumer demand—the only demand to which private industry has a right? General Henderson told the mattress manufacturers, "A consumer isn't a consumer until he has money to purchase your products." For, he went on to tell them, if we are going to keep these people in idleness, on full relief, "Where is the money going to come from? It's coming out of your pockets!"

The arguments in favor of state-managed production-for-use, as exemplified in Ohio, come down to this: cash wages, paid to workers in state factories, help industry by creating a real demand, paid for with earned money, for the goods these people will buy in normal trade. It keeps them employed, as people have a right to be, and ready at any time to resume their places in industry. If the goods they produce are not sold in the market, but used to maintain their unemployed fellows, no real competition is involved with industry, for unemployed and penniless people have no consumer demand which it is industry's right to fill. If people, hitherto employed on such a fictitious basis of meeting consumer demand become unemployed and in need, the government's system of production-for-use can be extended to reemploy them until industry calls them back. Let's get down to brass tacks, measure what the real consumer-demand is, leave that for private industry to supply, and lessen the burden of taxation on the taxpayer *and* on business by developing public industry to meet the needs of the unemployed. For as the doughty General Henderson says: "This is a great emergency, possibly as great as the World War. We have to use unheard-of weapons in order to fight this war."

Date Opened	*Factory*	*Average production per month*	*Initial Investment*	*Monthly Cash Requirement*
Aug. 1	Toledo Garment Co. Toledo	576 doz. men's pants *or* 864 doz. boys' knickers *or* 380 doz. men's shirts	$7810	$12,060
Aug. 3	Tug-Tog Inc. Delaware	1040 doz. women's and girls' dresses	218	12,328
Sept. 18	Gem City Stove Co. Dayton	2580 stoves	850	10,750
Sept. 21	Delaware Chair Co. Delaware	3250 chairs (Tables later added)	1800	6799
Sept. 25	Johnson Chinaware Co. East Liverpool	2057 42-piece china sets	2000	3460
Oct. 5	Moore Shirt Co. New Philadelphia	735 doz. men's work shirts	None	7330
Oct. 15	Caldwell Mfg. Co. Hillsboro	2300 doz. overalls	None	17,953
Oct. 16	Wovenright Hosiery Co. Cleveland	2800 doz. pr. hose (Sweaters to be added)	8718	3355
Oct. 19	Comer Mfg. Co. Dayton	17,333 rubberized windbreaker jackets	560	28,000
Oct. 26	Sun Glow Industries Mansfield	4160 bedsteads *or* 3086 breakfast suites *or* 865 8-piece diningroom suites	None	21,100
Nov. 6	Men's Clothing Unit Cleveland	2700 men's suits	1344	26,795

White-Collar Temperament

By GERTRUDE SPRINGER

> *Miss Bailey Says . . .*
>
> *Who are we to play "heavy father" to people on relief, trying to make everybody sensible by rule? What can a worker do for instance when—*
>
> *An unattached white-collar woman "would rather starve"—and practically has—than to take a domestic job?*
>
> *A woman refuses to work in a sewing-room because the other women are "so common"?*
>
> *A youth with an invalid mother, both of them half-starved, refuses a work-relief job at filing because he is a "poet" and can't stand routine?*
>
> *A man demands to be transferred from one work project to another because he won't work with a Negro?*

THE social preliminaries did not fool Miss Bailey. She knew there was more to this telephone call than chit-chat about the weather, and did she really think things were getting better. And here it came; practically without a period:

"You mustn't think I'm just repeating gossip Miss Bailey, but you know you've often told me that you welcomed intelligent criticism, so I think I ought to tell you that at my bridge club yesterday Mrs.—well, maybe I'd better not mention names—said that she had heard through the church about a woman on relief who used to be a stenographer or something and had offered her a good home in return for helping around the house—and the woman was positively rude, said she was a business woman not an unpaid servant, and that she'd starve first—I have her name for you for I knew you'd never stand for such foolishness. I'll spell it for you—S-a-n . . ."

Miss Bailey, cogitating on the many kinds of foolishness she had to stand for, took down the name, promised to look up the case, threw in the observation that business women were not necessarily good "around the house" just because they were out of jobs, and hung up the receiver. This would come up today, when already she had listened to a long-winded citizen who indignantly believed that too much relief was ruining the country, to another just as convinced that not enough relief was doing the same thing, and to two delegations protesting conditions that only an act of Congress—or maybe God—could change. And she still had her day's work to do!

The story behind the brief notations on Clara Sanderson's card was not new to Miss Bailey—this last year had forced the surrender of many Clara Sandersons. This particular one had no near kin and had been "on her own" for twenty-two of her forty years. Her last job had the title of office manager, though the pay—well, no use going into that now, the firm had folded up any way. "Seems a little neurotic" was the notation on the card the day Clara Sanderson, two years without work, applied for relief. "Very nervous. Finds great difficulty adjusting herself to relief," was a later entry. Three months of CWA had been a respite. Then back on relief, "discouraged and bitter."

And it was this woman that some well-meaning church worker had thought should be grateful for a chance to "help around the house" in return for "a good home." Miss Bailey knew about those "good homes," usually of people whose ideas of domestic service dated from the time of "a good hired girl at $3 a week." She had seen the arrangement tried many times with the best of intentions on both sides, and she knew that only once in a blue moon was there enough mutual understanding, patience and intelligence to make it work. And for anyone to expect a middle-aged, nerve-ridden office worker like Clara Sanderson to try it—well, she herself had had some sense about it, anyway, even though the relief she rated as an "unattached woman" made the decision to "starve first" perilously close to a fact! "And we're supposed to play heavy father to people like that and to spank them for their own good."

With one hand Miss Bailey jotted down a memo "See Sanderson," and with the other took down the clamoring receiver: "Oh good morning. Yes, beautiful autumn weather, isn't it. Certainly, we always want to hear intelligent criticism . . ."

White-collar distress has brought to the relief offices people and predicaments that are as new to the old-time workers as to those whom the depression has recruited, and with them are a battery of rules which to the unimaginative seem to leave little room for meeting particular circumstances. And white-collar relief is full of particular circumstances, not the least of which is temperament.

"I'VE been a case worker for years, and I thought a pretty good one," said a supervisor in a mid-west city, "but the experience of the last two years has taught me that there is more to be learned about the genus homo than I ever dreamed. Take pride for instance. We have a case right now that I wouldn't have believed five years ago, a woman ready to die rather than accept the humiliation of relief. She's a woman of sixty, who as a real-estate broker had built up a tidy little fortune for herself. She lived at one of the best family hotels and had a wide business and social connection. In fact it was through a member of the State Relief Commission, to whom she had gone for advice, that she was referred to us after her business and investments were wiped out, and she had come to the end of her resources. None of us were surprised when she found herself unable to accept relief under the restrictions imposed by rules and regulations. She would not permit her friends to be approached, she would not accept an order for food and rent, she would not take any of the work-relief jobs —I'll admit they were pretty inappropriate—that we were able to offer her. Nothing in her education, or in her life had prepared her for the situation she was in and the only way she knew to meet it was by passive resistance.

"She was a charming woman of rare personality and humor. Because we liked her so much we resorted to all sorts of subterfuges to help her. We tried to lend her money—against all the rules of course—but she wouldn't take it. Only

when the hotel attached the last of her personal belongings did she agree to let us apprise one friend of her situation. This friend, none too well off herself, had her own home and willingly agreed to invite our lady, accepting an order to cover a nominal allowance for room and board. It was all done in the most gracious fashion, and it is safe to say that the relief order has never been mentioned between the two women. In fact I doubt if our lady permits herself to know of its existence. But certainly if we had said, 'Here's a relief order, take it or starve' she would have starved,—witily, but definitely. And if the friend had refused her a haven, or had couched her invitation tactlessly —well, her way out would have been gracefully chosen."

What may seem like false pride to people who have never been obliged to lower their standards may be something quite different to people trapped by necessity, their pattern of life broken, and their philosophy shattered. Sometimes it becomes the last bewildered stand of self-respect.

"If everybody attached the same values to everything life would be much simpler" said a worker in a northern city. "It seems to me that only I myself could degrade myself, but everyone doesn't feel that way. Take our Mrs. Morin for example, who hated the grocery order and longed for 'money in my hand.' We were all delighted when we could put her on work relief in a sewing-room with wages representing a little better break than the grocery order. At the end of three days she came to us almost hysterical—said she couldn't stand the other women, they were 'so common,'—they told dirty stories, used dirty words and so on—she'd never in her life associated with such people, and wouldn't we please find her a place with 'ladies.' The worker tried to reason her out of it and reminded her how much the cash wages would mean to her. But she couldn't see it. She felt personally defiled. Since we had no means of regulating sewing-room conversation, and there was no other kind of a job to give her she had to choose between associating with 'common women' and going back to the hated grocery order. She chose the latter, much to the disgust of some of the staff, who thought she should have been forced to stay with the job. But that woman's self-respect would have been shattered had she been obliged to remain in the sewing-room, and what would have been accomplished by it? Absolutely nothing for anyone.

"But that case was simple compared to those involving artistic temperament. We have one now that gets the whole staff into an argument just to mention. It's a youth of nineteen or so who says he's a poet, and maybe he is—I don't know the tests. He lives with his invalid mother, and between them they manage their food order so badly that I'm afraid they probably are as half starved as they look. We tried to get him to go to a CCC camp but they were both so sure that it was a plot to fatten young genius for cannon fodder that we gave up the idea. Then we assigned him to a work project tearing down an old building and we were fairly withered by his scorn. Next we found a chance for him in one of the offices, filing cards at fairly decent cash pay, and we thought that surely would suit him. But at the end of two hours he took his hat and left—said he couldn't stand the deadening routine. Which was probably all to the good for it took a girl half a day to straighten out the mess he had made of the cards.

"Now I, being just a crass materialist, would enjoy putting that young gentleman firmly across my knee, but he has plenty of sympathizers in the office who insist that to force him would be to destroy what is conceivably a budding genius—and maybe they're right. Anyway I can see that it isn't our job to bring up other people's children. Certainly with work relief on a mass basis as it is now there is little chance for us to find anything for him that he would think suitable, and there's no earthly use offering him anything else. Of course he resents the grocery order as a form of discipline, but until our commission sees the light and permits cash relief it's the only thing we can do for him—that, and let him alone."

BUT temperament, trying as its manifestations may be in a busy, under-staffed relief office, is less difficult to deal with than personal prejudices that run counter to public policies.

"You can be patient with a person who defends his personal pride or his occupational standards to his own immediate disadvantage," said the head of a public relief department in a small eastern city, "but when he raises an issue which exists only in his own prejudices—well, there are some issues on which an agency existing by law and supported by public funds, should not, in my opinion, compromise. I'm thinking especially of the race question, because I've just had a set-to about it, and I frankly admit I 'cracked down.' This man has been on work relief for months on a park project to which, it so happened, no Negroes were assigned. But two days ago a Negro was added to the gang, at which Mr. Man downed tools, announced that 'you couldn't insult him that way' and came to the office to demand that he be transferred to an all-white gang. Now this man was born and brought up in this state, and his stand seemed to me to be wholly irrational. If equality before the law means anything at all it must apply to the Negro on relief. So I refused to transfer him and paid him off. He can, as I told him, go on home relief though he said he'd be damned if I could turn him off with a grocery order. Of course we shan't let his family suffer. We're keeping an eye on them and will put in a grocery order when it is necessary whether he likes it or not.

"I suppose there are communities where such a stand could not—or would not—be taken, and perhaps I'm a bad case worker to have had a row with him. But there was no issue of self-respect, it was a clear case of prejudice on which I as a public official could not yield."

It is not easy for even the most discerning analyst of human emotions to see behind temperament and to be sure that his own emotions are not coloring his vision. "Often," say the supervisors, "what seems like a particularly exasperating case of temperament is only a 'front' for a complicated set of emotional circumstances which we cannot possibly understand, given our brief hurried contacts, and which we interpret according to what we see with the naked eye. Considering how thin is the edge of our understanding we will do well to let these temperamental people alone to work out their own problems in a way satisfying to themselves. Certainly no blanket solution of ours is going to help them. Policies and rules we have of course, but there are few of them so inflexible that if we ourselves are free of prejudice they cannot be interpreted to meet the particular situations of particular human beings."

THIS series of intimate discussions of day-to-day contacts of workers and supervisors with predicaments of families on relief, has been reprinted from the beginning, March 1933 to June 1934, inclusive, in two pamphlets, Miss Bailey Says. . . . Thirty cents each postpaid from The Survey.

The Lundeen Bill

"To provide for the establishment of unemployment, and social insurance, and for other purposes"

The Lundeen bill rejects the theory that some shall get "insurance" and others relief and demands a large-scale national scheme which will provide insurance for all.—
A. J. MUSTE

Pro—A. J. MUSTE
Chairman, American Workers Party

Con—I. M. RUBINOW
Member Ohio State Unemployment Insurance Commission

THE main principles of the Workers Unemployment and Social Insurance Bill have been agitated by a number of radical organizations and groups such as the National Unemployed League, the National Unemployment Councils, the Communist Party, the Conference for Progressive Labor Action, certain sections of the Socialist Party, for several years. The bill itself, H R 7598, was introduced in the 73d Congress on February 2, 1934, by Ernest Lundeen, Farmer-Laborite of Minnesota, chiefly at the instance of the Unemployment Councils, which are largely under Communist Party influence and direction. It has since been endorsed, however, by practically all organizations of the unemployed and by a considerable number of American Federation of Labor organizations. In connection with the opening of the 74th Congress, on January 5 to 7, a National Congress for Unemployment and Social Insurance to focus attention upon this bill is being called by a committee composed largely of Communist Party leaders, but including also such persons as Prof. Paul Brissenden, Heywood Broun, Roger Baldwin, Mary van Kleeck, and T. Arnold Hill of the National Urban League, well known to social workers throughout the country.

Argument about the bill may well be preceded by a summary statement of its actual contents. The bill authorizes the secretary of labor to establish "a system of unemployment and social insurance" which is to apply to "all workers and farmers unemployed through no fault of their own."

The benefits are to be extended without discrimination because of age, race, sex or color, religious or political opinion or affiliation. No worker is to be disqualified for the benefits of the act "because of refusal to work in place of strikers, at less than normal or trade-union rates, under unsafe or unsanitary conditions, or where hours are longer than the prevailing union standards at the particular trade and locality, or at any unreasonable distance from home."

The amount of benefits to be provided must be equal to "average local wages." In no case is the benefit to be less than $10 a week plus $3 for each dependent. No waiting period is provided for. It is specifically stipulated that workers are to receive benefits "for all time lost."

The funds are to be provided at the expense of the government and of employers. The bill does not specify on what basis the amount paid by employers is assessed nor how it is to be calculated. Funds raised by the government are to be secured "by taxing inheritances and gifts and by taxing individual and corporation incomes of $5000 per year and over." No tax or contribution in any form is to be levied upon the workers.

The administration of the fund is to be in the hands of "unemployment insurance commissions composed of rank-and-file members of workers' and farmers' organizations." There is no stipulation as to how these members are to be elected or designated. The commissions are to work "under rules and regulations prescribed by the secretary of labor."

The Lundeen bill takes definite sides on a number of questions which agitate the advocates of unemployment insurance. Can the responsibility of unemployment be placed on the individual industry or even the individual employer? Can the latter by his own efforts substantially reduce its incidence? The Wisconsin plan appears to assume that the answer to these questions is yes. Advocates of the Ohio plan, on the other hand, contend that this is an absurd notion. New inventions, changes in style, loss of foreign markets, manipulation of the monetary standard, matters over which the individual employer or even industry has little control, may destroy an industry almost over night. The Ohio plan in turn assumes that the individual state can handle the problem and at least provide a substantial amount of security and benefits to its workers. Advocates of the Lundeen bill contend that while this is unquestionably a sounder position than that of the Wisconsin plan, nevertheless under modern industrial conditions the chief industry of a state or a large section of it may also be crippled without warning and that for this and other reasons only a national scheme can begin to approach adequacy.

Can and should unemployment insurance schemes be "insurance" in the strict actuarial sense of the term? Possibly at an earlier period in the development of our economic system, when the percentage of unemployment was small and the population was expanding, and industry with it, this might have been the case. Most intelligent advocates of "actuarially" sound unemployment-insurance schemes today, however, hesitate to express confidence that we shall find ourselves in such a situation again. Dr. I. M. Rubinow, accordingly, though arguing for the Ohio plan, states correctly: "Insurance must mean assurance, must mean security if it means anything, if the term insurance is to be used at all"; admits that "a severe crisis, particularly in its later stages, will undoubtedly leave a substantial number of persons requiring relief"; and refers approvingly to Raymond Rubinow's statement that "the price of an effective unemployment insurance system is an equally effective system of public relief." Sam A. Lewisohn in a recent article in the New York Times, after arguing for making the great mass of unemployed "wards of the trustees of the Unemployment Reserve Fund," rather than "wards of government," raises the question as to whether the fund described will be adequate to relieve unemployment, and frankly answers "This must for some time be a matter of guess-work."

Advocates of the Lundeen bill refuse to beat around the bush and flatly assert that unemployment on a large scale will

be with us indefinitely. They contend that if that section of the workers which is likely to have relatively steady employment in the next few years is entitled to freedom from insecurity and from the necessity of accepting uncertain, inadequate "charity" which undermines morale and self-respect, this applies equally to that section of the workers which cannot expect to find even relatively steady employment. The Lundeen bill, therefore, rejects the theory that some shall get "insurance" and others relief and demands a large-scale national scheme which will provide insurance for all.

Is the unemployment-insurance scheme simply a device by which the government gets the workers to defer spending some of their income until the "rainy day" arrives or must the income and purchasing power of the masses be increased? Advocates of the Lundeen bill argue that the purchasing power of the masses is already too low and that taking money out of wages today in the expectation that it will be spent later solves nothing, in fact, will tend to make the mess in which we find ourselves worse. The spending power of workers and farmers must be increased. Therefore, in the unemployment insurance plan, no tax or contribution is to be levied upon them. The argument that they will "take no interest" unless they pay something into the fund is not sustained by the experience with accident compensation. The same elements who wish the workers to take an interest by paying contributions into the fund will be found to argue against permitting them to take an interest in much more substantial fashion by exercising control through unemployment insurance commissions composed of rank-and-file members of workers' and farmers' organizations as the Lundeen bill provides.

To assure the workers of all categories—industrial, agricultural, domestic, technical, professional—in advance that they will have an income that does not fall way below a minimum health and decency level; to recognize that those willing to work are entitled to an income, and must not be thrown upon the mercies of any form of relief or charity; to attack the whole problem of insecurity—not a piece of it—directly, frankly on a national scale; to promote higher living standards and the necessary redistribution of wealth now withheld from circulation—these are the objects of the Lundeen bill. I have heard this bill described as fantastic, and milder measures as practical. All the experience of recent years seems to me to have demonstrated that anything except a fundamental, comprehensive attack upon the problem of the redistribution of income and of security for the masses is fantastic—leads by way of a steady deepening of the economic crisis to the horrors of Fascism.

A. J. MUSTE

The Lundeen bill is not a serious legislative proposal, but a soap-box for propaganda directed against the present economic order and against its reform. I. M. RUBINOW

AN avalanche of some 30,000 bills descends upon every session of Congress. Each is referred to the proper committee and "ordered to be printed." Usually that is the end of the story. It would be a prodigious waste of time to discuss the merits of bills introduced to oblige a constituent or to impress "the folks back home." But when a legislative proposal is endorsed by a long list of organizations, and by several responsible students of labor problems then some standard tests must be applied. What does the bill propose? Are its provisions so stated that they may be interpreted with any degree of certainty? Is the proposal feasible? Is it desirable?

Let me apply these simple tests to the Lundeen bill "for the establishment of unemployment insurance and for other purposes." In 392 words, this bill purports to establish not merely a system of unemployment insurance, but also sickness insurance, accident insurance, maternity insurance and old-age insurance,—subjects which in other countries require hundreds of pages of legislative provisions.

The system of "unemployment and social insurance" set up by the Lundeen or Workers' bill, covers "workers and farmers." But who is a "worker"? Are salaried employes included? What about self-employed professionals and small business men? They work hard enough, most of them. Was the intention to include or to exclude them? Interpretations differ. "Farmers," not farm-laborers or agricultural wage earners, are specifically included. Is a farmer ever "unemployed," so long as he remains on his farm? And under a measure which insures against "loss of wages because of part-time work," is the farmer entitled to benefits for the days when bad weather keeps him indoors?

The provision for "an immediate establishment of a system of unemployment and social insurance" must mean that on the day the law is signed, it applies to all those who are unemployed "through no fault of their own" or who suffer "loss of wages because of part-time work, sickness, accident, old age or maternity." For such a scheme why use the term "insurance"? One might as well advocate a system of fire "insurance" to go into effect immediately, without payment of premium, in a city being consumed by fire.

The bill promises "Insurance in amounts equal to average local wages." But what is meant by "local wages"? Is it the wage of the trade in which the beneficiary was previously employed? Or are they the average of wages in all trades and occupations, skilled and unskilled? The concluding paragraph provides that "no worker shall be disqualified . . . because of refusal to work . . . at less than normal or trade-union wages." Then is the ditch digger or section hand to receive his benefit—whatever that may be—if he refuses to work at less than union rates for skilled trades of $10 or $12 a day? Further, it is provided that "in no case shall the unemployment insurance be less than $10 per week plus $3 for each dependent," which, with any sizeable family may easily exceed the standard of wages now earned, as for instance in all agricultural labor. Here is set up a new social theory, the aristocracy of the unemployed and the non-producer, with a very enticing premium on remaining in that group.

The cost is easy. "Such insurance," says the bill, "shall be provided at the expense of the government and of the employers"; and "no tax or contribution in any form shall be levied on workers." The division of the burden between government and employers is not indicated, nor the method by which the employers' share is to be raised.

The bill has no revenue clause, but declares, "It is the sense of Congress that funds to be raised by the government shall be secured by taxing inheritance and gifts and by taxing individual and corporation incomes of $5000 per year and over."

The whole system is to be administered by "workers and farmers" through "unemployment insurance commissions" composed of the "rank-and-file members of workers' and farmers' organizations." What organizations are to be recognized? Who is to appoint the commissions? To whom are they to be accountable? Both theory and practice teach that social-insurance administration is a technical job, requiring training and experience. Is the rank-and-file member *eo ipso* prepared for the task?

And now, assuming that this generosity is justifiable and desirable, we come to the crux of the whole plan: how much is it

going to cost? There is no definite figure of those entitled to benefits under this scheme, nor does the bill make the scale of benefits clear or establish any limits. Without waiting period or "means test" the unemployed "worker" or "farmer" would receive his "insurance" from the day the bill was signed until —when? Perhaps until he would receive the same amount as an old-age pension. Without attempting exactness, some estimate of the minimum total might be ventured.

If there are 10 million unemployed on the hypothetical day when this measure becomes law, the minimum weekly benefit for the unemployed would be $100 million, or $5,200,000,000 a year. Two dependents for each unemployed would add $60 million a week or an additional $3,120,000,000, bringing the yearly total to $8,320,000,000. To this must be added provision on the same scale for the six and a half millions over 65 years of age, the millions of ill, the injured, the mothers and part-time workers.

If the "average local wages" and the "normal or trade-union rates" be set at $25 a week, that, for the unemployed alone, would increase the total from $8 billion to some $13 billion a year. Has the nation the income to pay this bill?

In 1929, the year in which the total national income was approximately $90 billion (it has been cut since probably to between $40 and $50 billion) there were, in round numbers, 4 million income-tax returns with a gross income of $30 billion. Of the 4 million reporting, only a few more than one million had an income of $5000 or over. This income-group had, in 1929, a gross income of some $20 billion. But since an income up to $5000 is exempt, there would be left approximately $15 billion to be taxed. In 1929, all reporting corporations had net profits of $12 billion, making a total of $27 billion to be taxed. It is doubtful whether by 1934 it amounts to over half the amount. Therefore a complete confiscation today of the total surplus of individual and corporation incomes over $5000, applied to this purpose alone, would not be enough to foot the Lundeen bill for unemployment.

One could raise many other questions: How is the government to confiscate this entire surplus? How will it induce corporations and individuals to earn a surplus for it to confiscate?

Disregarding the naïve crudities of the Lundeen bill there may be found in it, or perhaps read into it, standards of economic security more important than its sophomoric inadequacies. No one would take exception to the attitude of individuals or organizations who reject some of the standards proposed and offer others. But the standards on which the Lundeen bill is apparently based are contrary not only to all social-insurance theory and experience but to common sense.

It is not common sense to set a scale of benefits for every contingency which not only equals the prevailing level of earnings, but in many cases exceeds them. It is not common sense to place the distribution of a major share of the nation's wealth in the hands of those who, either because of disability or lack of opportunity, are outside the productive processes. It is against common sense to demand confiscation of the profit margin unless one demands at the same time the abolition of the profit system. It is against common sense to depend upon the margin of profit to finance proposed legislation while at the same time destroying every inducement for profit. And it is certainly against common sense to present a scheme the cost of which exceeds the available taxable resources.

Certainly among the proponents of the Lundeen bill there are many who must recognize its faulty structure and who know and can do better. That they insist upon defending the measure "as is" can be explained, in the light of their intelligence and experience, only on the hypothesis that they feel they can best serve the public good by seeking to confuse the forces working for social legislation, and to make the early realization of a practical social-insurance program difficult or impossible. Viewed thus, the Lundeen bill is not a serious legislative proposal, but a soap-box for propaganda directed against the present economic order and against its reform.

Now efforts toward social reorganization are wholly legitimate, though opinion may differ as to method and goal. But common honesty requires that this purpose be frankly stated, and not camouflaged as a social-insurance proposal.

I. M. RUBINOW

What Do Social Workers Want?

By JACOB KEPECS

President, Child Welfare League of America; Superintendent Jewish Home Finding Society, Chicago

WHEN President Roosevelt in a message to Congress put "the security of the men, women and children of the nation first," he transformed the hitherto largely academic objective of social workers into a practical, political issue. What answer are we ready to make to this challenge?

Of first consideration is social insurance, of which protection against unemployment is a part. The President has appointed a commission to study the whole matter and undoubtedly there will be public hearings. Do we know exactly where we stand, and what we shall say not only in Washington, but in our local communities? Shall we stand by the recommendations of the AASW Conference on Governmental Objectives for Social Work held in Washington in February 1934? That Conference endorsed, luke-warmly I believe, the Wagner-Lewis unemployment insurance bill which set minimum benefits as to amounts, time and eligibility. Or shall we stand for the Lundeen bill, with its not-a-ghost of a chance of enactment, which offers broad protection to all classes, but which in the opinion of liberal economists could not be made operative without wrecking the capitalist system? Is that what we want?

Social workers need to understand the contributory and reserve features of social-insurance schemes from the standpoint of actuarial soundness as well as of industry's responsibility if they are to count in shaping a program which will offer the utmost protection against the ravages of unemployment and will have a reasonable chance of enactment. Here, it seems to me, is an opportunity for social action for an immediate and attainable goal.

The federal administration has shown a keen interest in housing but it has been expressed more in terms of reemployment and recovery than in human needs for decent housing. The administration will undoubtedly present to the new Congress a large housing program with wide social implications. Are social workers ready to demand a program which will care for the lowest-income people regardless of how much rent they

can pay? Are we prepared to participate in the management of public housing after the houses are built? Our interest in such matters has so far been sporadic. Now reality is upon us.

The President's program includes old-age security, with the door open for insurance against sickness and for provision for children of broken families. These measures are admittedly within the scope of every-day social work. What stand shall we take in regard to these forms of social insurance? Are we to be content with a mothers' pension provision which stops when children reach the age of 16 regardless of employment opportunities, or with an old-age security act which fixes age eligibility at 65 or 70 when industry considers people senescent at 45? Shall we crusade against unreasonable residence restrictions and other limiting clauses which are part of all or most social-insurance legislation? Can we agree on a principle which will govern the amounts allowed in individual cases to permit a really decent standard of living? How are we to make pensions secure in times like these? Will the present basis of taxation do? What other form shall we advocate? What shall be the financial and administrative relationship between federal, state and local government? Shall we advocate the inclusion of all special groups in one modern public social-welfare program with provisions of assistance according to individual need? There are not many social workers, I imagine, prepared to give unequivocal answers to these questions, yet this is definitely the field of our professional competency and answers are, quite rightly, expected of us.

The FERA and the various state relief administrations have developed services undreamed of in pre-depression times, have raised relief standards and introduced social work into remote corners of this country; but if by some magic prosperity should return tomorrow the structure which has been built up hurriedly and imperfectly would in most places topple and disappear almost overnight. There are indications that the federal government and some state governments are ready for a comprehensive and permanent public-welfare program. This is in our province and the authorities have a right to look to us for guidance. How shall we proceed? Are we agreed upon the principle of federal grants? Shall we advocate a federal department of public welfare with a member of the Cabinet at its head, and with corresponding setups for states, counties, and townships? What is to be the division of responsibility? Should it be a horizontal sharing of all responsibilities or a division on functional lines, with the federal government responsible financially and administratively for all needs growing out of unemployment: the state for defectives, delinquents and certain classes of dependents, and local governments for the every-day needs incidental to child dependency, mothers' pension, recreation, and certain types of the physically and mentally ill? How many of us have thought this through for ourselves and are clear in our conviction?

The AASW Conference in Washington recognized the fundamental responsibility of the federal government in the fields of finance, planning and administrative standards. Dean Edith Abbott, in her report on Revision of State Poor Laws, recommended changes in form, in terminology, in poor-law principles, and in administration, and a comprehensive "public assistance" or "social-welfare law" to include such service as general home assistance, mothers' aid, pensions for the blind and the aged. And I would add aid to all handicapped and dependent persons, attached or unattached, adults or children, by institutional or outdoor methods. Whether or not the recommendations of Miss Abbott's committee are the last word, I am not prepared to say. They certainly are worthy of our attention and study.

How far can or should public social work go? What are its limitations? Where does it begin and end in its relation to privately supported social agencies? In 1929 the public agencies were already carrying such proportion of the social-work load as to dwarf all private effort combined. It is obvious that we cannot do without public social work. Whether or not we can live without private social work may be debatable. It has set the standards of relief and service. It has contributed leadership in the emergency and will continue to do so in the framing of a more permanent structure. It will undoubtedly continue to render useful service. But I do not believe that any logical division exists between the two.

Far more important than an academic discussion of the division of responsibility is the question of the reorganization of private social work. We must put our own house in order intelligently and in accordance with the requirements of the times. How can we make an honest appeal for funds to maintain outlived, useless machinery which should be scrapped? How can we square our appeals with our conscience when we are aware of the duplication and waste which clutters the private field? Where shall we start? Why not begin with the consolidation of case-work agencies for family welfare, child care, and medical and psychiatric social work? Such a move would not be out of harmony with the principle of generic case work and there is no reason why specialists should not function within the framework of general agencies.

PRIVATE social work might profitably develop in three directions:

Separating intensive or psycho-social case work from relief. I believe that relief instead of being a useful tool in the case-worker's hand is more often an obstacle. I think that we cannot demonstrate satisfactorily the full value of case work unless it is separated from relief pressure and unless it is acceptable for its own sake. I do not mean to imply that public relief or assistance should be administered without the protection of case work. Public-welfare agencies must continue to operate on a case-work basis of as high a standard as possible. But the private agencies might devote their efforts to the intensive psychological kind of case work.

Making case work available to people who can afford to pay the cost. In my opinion, social work will never attain real status until its services are utilized by citizens from all walks of life.

Developing public understanding of social work services. Social work is still identified in the public mind with pauper relief and protection of the public against imposition. With more of our functions lodged in government we can pursue our educational efforts with greater force and detachment. Every city, county and state should have a social welfare association to see to it that public social work is understood and that it acts—and gives—a fair deal as a non-competitive socialized service which cannot be exploited for private gain.

Social workers must watch the expanding social horizon if they are to see coming change. We have been working on behalf of child-labor measures for decades. We have been advocating the 16-year age minimum as a national standard ever since I can remember. We have hardly noticed the fact that most of industry eliminated children under 16 because their use was unprofitable. The child-labor idea in itself is as valid today as it was in 1912, but clinging to a fixed age limit is no longer tenable. Under the theory of an expanding social horizon, we should have advocated an age limit of 21 for the last ten years, and certainly since the depression.

Too many of us are laboring under the illusion that unemployment is a scourge only in its economic aspects—the loss of earnings and self-respect, and the lowering of standards of liv-

ing. Are there not other serious consequences? Occupation for its own sake, productivity for social use, and a sense of achievement through accomplishment are primary needs of the average man, and cannot be replaced by leisure-time activities. Without these demoralization and desperation multiply. Must we stand by helpless till the revolution comes?

To my knowledge, no one has as yet suggested a workable way under the present system out of the dilemma in which we are caught. Most programs seem to be based on the idea that we can muddle through somehow. I do not think, therefore, that I can hurt the situation by the suggestion of a vacuous idea of my own.

I would take out of gainful employment all people who have in the broader social sense no need for such employment. I would begin with all young people up to the age of 21, extending the school age and providing an educational program with a content to attract and hold them. There are in this country approximately 11 million youth between the ages of 17 and 21; half of them are on the labor market. It is fair to assume, I think, that neither these young people nor the nation would be injured if they were all better educated. The rest of the population I would classify into two general groups: first, those suitable for competitive, industrial and professional occupation,—people say between the ages of 21 and 45 or 50; and, second, those who are not suitable for competitive occupation but who can be useful and who are in need of occupation. The latter class would be employed at public expense in well-planned non-competitive and socially useful public projects.

Many people believe that only radical change will correct the evils of the present economic system. But would social control of production eliminate the evils of the machine? I find myself in agreement with Bertrand Russell that the hope lies in an assimilation of men from the machine which will come only when man shall be able to use the machine without enthusiasm and emotion. Only then shall we be able to realize the true qualities of man which should express themselves in independence and courage in action and in emancipation from the conventional. That, I realize, is possible only in a society free from overwork and economic anxiety. Until that time comes, as little as we may like government expansion and regimentation, we shall have to ask more power for the state, particularly in the fields of social welfare.

It has been predicted that the first half of this century will accomplish for public welfare what the second half of the last century accomplished for education. This prediction may come true. But there is no single key to heaven. We must seek our goals through education, politics, psychology and ethics. We must press forward through all of these fields. We shall succeed only through the hard application of education, research and sound administration. The question is often asked, "Why strive for the things which will come to pass in the course of time?" Justice Holmes has answered: "The mode through which the inevitable comes to pass is effort."

Public Relief—Mastery or Drift

By ARTHUR DUNHAM

Secretary, Family and Child Welfare Division, Public Charities Association of Pennsylvania

FORTY-FOUR state legislatures meet during 1935. None of them will escape the implications of the present problems of public relief. What they do about these problems will touch the lives of some 18 million people, a cross-section of America, now dependent on relief and may set our public-welfare pattern for years to come.

Today there are at least six forms of public relief in the United States. As is shown on the accompanying table prepared by the American Public Welfare Association, poor relief and unemployment relief are found in all 48 states, mothers' aid in 46, old-age assistance in 29, blind relief in 25, and veterans' relief in 24. In all, 220 relief funds in the 48 states!

How did we reach this situation and where should we go from here?

The English poor-relief system of the days of Queen Elizabeth was transplanted to the American colonies. Its significant developments in the United States during the last hundred years have been in the direction of diverting from the main stream of poor relief certain specific groups such as dependent children and the mentally ill and defective, who have largely been withdrawn from almshouses; and other special groups receiving relief in their own homes, such as mothers with dependent children, the aged, the blind and veterans. Even when these forms of relief are administered by poor-relief officials, the recipients are set off by law into categories with special requirements of eligibility clearly differentiated from general poor relief.

But these various diversions from the main stream have not on the whole affected its current or direction. It is still generally true that, as Robert W. Kelso has said, "in its essentials, our public poor relief is the system of Elizabeth, made applicable by a few superficial changes to the new conditions."

And now added to the growth of these various forms of relief to special groups is the immense mushroom of unemployment relief, financed chiefly from federal and state funds, and caring for a number greater than the total population of New York State.

Situations and conditions vary from state to state; but in no case does the problem of public-welfare administration yield to an easy formula. Two preliminary observations may be made. The first is to underscore once more that the greatest of all relief needs is to get rid of the need for relief. Relief for normal adults is a symptom of a disordered society. Our basic need is not for charity but for a social order which will eliminate the need for charity. The establishment of such an order is incomparably the greatest social problem of our times. It seems obvious also that collective social intelligence would dictate that the common hazards of life—old age, illness, unemployment—should be provided for largely through the social-insurance principle. Social insurance is not prevention, but it is collective foresighted estimating of needs and saving up to meet them.

Admitting, then, that relief is an unsatisfactory stop-gap, it is nevertheless desperately necessary today. It is all that stands between life and death for millions of human beings. Since we have large-scale relief, then, and since we are likely to have it for some time to come, I would suggest certain principles of action which seem to me to be sound and useful ap-

proaches to these problems of public relief and public welfare.

We must modernize our basic public-relief system. "Poor relief" and "poor laws"—revealing terms—must go. They are relics of the past, as archaic as their contemporary, the Elizabethan ruff. The law of settlement and the automobile were never intended to dwell together in the same civilization. We must replace the conception of "pauper relief," grudgingly given, by the conception of adequate public assistance where the need for relief is established.

ALL this we must do promptly for a perfectly simple reason. If we do not, probably one of two things will happen: either, we shall hand back to the antiquated and inadequate machinery of poor relief the great relief load left by the depression, or we shall continue to maintain the wasteful dual machinery of poor boards on the one hand and separate unemployment-relief agencies on the other! We must modernize our basic public-relief system, in order to get it ready for a heavy long-time relief job.

We should consolidate local public-relief and other public-welfare services under county or other public-welfare units. What services shall we consolidate? Suppose we start with general public assistance (née poor relief, but let us forget that it was once called that,) unemployment relief, the various types of relief to special groups, and public child-caring services, both foster-family and public institutional care. There will be exceptions and differences in different states, of course; but this general pattern seems a reasonable beginning. Needs in particular states, local habits of thought, and experience with county-welfare experiments will determine what other social services may be included: for example, as possibilities, probation and parole services for juveniles or adults; school attendance and visiting-teacher service; public-recreation programs; and treatment and custody of adult offenders in local correctional institutions. Some advocates of consolidation have even urged that the local welfare unit should administer not only the public social-welfare services, as usually conceived, but also the essentially dissimilar services of social insurance, public employment exchanges, and public-health services.

What will be the territorial unit for local public-welfare administration? Over most of the country the county, with all its faults, probably affords the best starting-point, though most states need to reorganize their counties and reduce their number. Large cities have, of course, special needs distinct from the counties. The formation of intercounty units for public-welfare administration should be possible given favorable local sentiment, while administrative public-welfare districts quite apart from county lines are a possibility. We need further study and experimentation in reference to this whole problem. But in the meantime the county, as an existing basic unit of local government, lies ready to our hands.

Nine Basic Questions

1. How can we substitute an effective basic public-relief system for our archaic and inefficient system of poor relief?
2. How can we reduce the number of separate public-relief agencies, in the interests of economy and simplified government?
3. What should be the relationship between relief and other public-welfare services?
4. How can we attain the maximum economy of relief administration consistent with humanity and adequacy?
5. What is the most effective form of organization for a local public-relief agency?
6. How can we secure and retain qualified paid personnel?
7. What should be the sources of public-relief funds?
8. What should be the relationship between state and local public-relief agencies?
9. What should be the relationship between permanent state departments of welfare and state "emergency" relief administrations?

WE need an inclusive, comprehensive public relief policy. With all our pigeonholing of relief to special groups, there are people who do not fit into any pigeonholes but who must be taken care of nevertheless. After all, the existence of human need is the primary basis for giving relief—not the possession of certain formal eligibility requirements by a person who is blind, aged or incapacitated.

As a matter of fact, the various types of public relief to special groups were established largely because of the inefficiency and inadequacy of poor relief. If we consolidate our various types of relief in one administrative unit; if we establish a broad flexible relief law that will permit this consolidated agency to give the kind of relief and service that is needed by a particular family or individual; if we enable this unit to give reasonably adequate relief—we may find that we have passed beyond the need for relief to special groups; that we need old-age insurance, for example, but not old-age relief; that we require but one central public-relief fund rather than half a dozen separate funds.

Even if we believe that ultimately the various types of relief to special groups should be abolished, we shall need to proceed realistically and opportunistically. Most special relief is more adequate than most poor relief and we shall not be justified in abolishing it until we can bring general public assistance up to a reasonable level of adequacy. The well-being of actual human beings is the final pragmatic test—not the neatness or logic of a theory. Yet, even so, we may hold the logical plan before us as an ultimate and desirable goal.

We must preserve citizen participation in local public-welfare administration. I mean, specifically, that we need public-welfare boards of unpaid citizen members with real administrative authority and local autonomy. Advisory boards are seldom taken seriously by themselves or anyone else.

The philosophical fascist, the mechanistic type of efficiency expert, and that variety of political scientist whose vision is limited to organization charts will probably be against us.

But the issue is fundamental. Public welfare services in a democracy are not secure if they are divorced from the lives of the communities which they serve. The public-welfare board is one of the main channels to citizen interest and understanding.

Emergencies may require temporary concentrations of power amounting to dictatorships. But we must distinguish between an emergency and a long-time program. If we carry over to this long-time program the single administrator with almost limitless powers, the state administration of relief so highly centralized as to crush local initiative, and the vast administrative hierarchy, technically competent perhaps, but sundered from the common life of the people whom it exists to serve—if we allow this to happen we shall do a grave disservice both to public welfare and to democracy itself. Even if it could be demonstrated that administration without citizen boards produced greater efficiency—and who has proved this?

Types of Public Relief in the US

PREPARED BY THE
AMERICAN PUBLIC WELFARE ASSOCIATION

No attempt is made to designate whether these forms of relief depend upon federal, state, or local laws, nor to show whether benefits are actually being paid.

State	Poor relief	Unemployment relief	Mothers' aid	Old-age assistance	Blind relief	Veterans' relief
Alabama	x	x	x[1]			
Arizona	x	x	x	x		x
Arkansas	x	x	x	x	x	
California	x	x	x	x	x	
Colorado	x	x	x	x	x	x
Connecticut	x	x	x		x	x
Delaware	x	x	x	x		
Florida	x	x	x			
Georgia	x	x				
Idaho	x	x	x	x	x	x
Illinois	x	x	x		x	x
Indiana	x	x	x	x		
Iowa	x	x	x	x	x	x
Kansas	x	x	x		x	x
Kentucky	x	x	x	x	x	
Louisiana	x	x	x		x	
Maine	x	x	x	x	x	x
Maryland	x	x	x	x	x	x
Massachusetts	x	x	x	x	x	x
Michigan	x	x	x	x		x
Minnesota	x	x	x	x	x	x
Mississippi	x	x	x			
Missouri	x	x	x		x	
Montana	x	x	x	x		
Nebraska	x	x	x	x	x	x
Nevada	x	x	x	x	x	
New Hampshire	x	x	x	x	x	x
New Jersey	x	x	x	x	x	
New Mexico	x	x	x			
New York	x	x	x	x	x	x
North Carolina	x	x	x			
North Dakota	x	x	x	x		
Ohio	x	x	x	x	x	x
Oklahoma	x	x	x			x
Oregon	x	x	x	x		x
Pennsylvania	x	x	x	x	x	x
Rhode Island	x	x	x			x
South Carolina	x	x				
South Dakota	x	x	x			x
Tennessee	x	x	x			
Texas	x	x	x			
Utah	x	x	x	x	x	
Vermont	x	x	x			x
Virginia	x	x	x			
Washington	x	x	x	x	x	
West Virginia	x	x	x	x		x
Wisconsin	x	x	x	x	x	x
Wyoming	x	x	x	x		
Total	48	48	46	29	25	24

[1] Difference of opinion as to whether this is actually a Mothers' Aid law.

—there are other values in citizen participation that transcend mere efficiency.

We must secure and retain qualified paid personnel. Unrestricted personal selection of personnel is not safe in the public service; it lends itself too easily to political selection—and reselection when a new political group comes into power. Some method of "impersonal" selection on the basis of qualifications has to be devised. This means a merit civil-service system. If "civil service" suggests nothing more to us than Andrew Jackson or an army of neat but mediocre clerks tripping down the capitol steps on the stroke of five, it were best to be discreetly silent while we visit, say the federal Children's Bureau, or even read something on the subject! The merit system is one of the major inventions in the history of government. It is the life blood of competent governmental service and the future of public welfare and therefore of social work, is inextricably bound up with it.

State funds will be needed for public-welfare administration; and federal funds also may be required for the long-time program. "The sources of assistance must be as broad as the sources of need." It is not likely that we shall ever return to the concept of "complete local responsibility" for public-welfare financing. Some local jurisdictions simply cannot carry their burdens of distress. The principle of state equalization funds is as valid in public welfare as in public education; and the trend toward increasing financial participation on the part of the state is unmistakable.

What part the federal government will have in the long-time public-welfare program is hard to say. It may prove expedient to resort to federal funds for part—not all, for that would too greatly relieve local and state responsibility—of the funds for the long-time public-welfare program. Whether this happens or not, we have probably come to the point where we need a federal department of public welfare to consolidate federal welfare services and furnish national leadership in developing programs and standards.

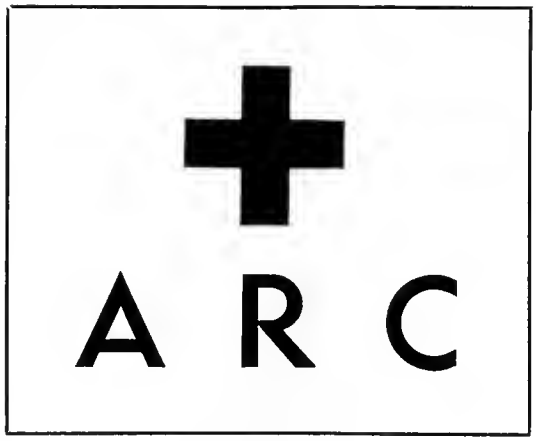
CONTINUING state leadership is needed in the field of public welfare and relief. State leadership is needed in planning, program-making, the formulation of policies, the establishment and enforcement of minimum standards. And state supervision is a normal and proper accompaniment of state funds.

Statewide welfare services relating to dependency should be consolidated in one state department of welfare. In some cases unemployment relief is already being administered by the permanent state department of welfare. In others the two agencies are functioning separately. If public-relief services should be consolidated locally, the corresponding statewide services should likewise be consolidated. There is no sound reason for having two statewide public-welfare agencies dealing with the problem. Such a merger may involve various shifts in the organization of state welfare services, particularly in the larger states.

In all these developments, public welfare must be understood and dealt with in its relation to the whole broad field of government. Public welfare is interwoven in the fabric of our laws; it is a part of the larger field of public administration. Intelligent social planning for public welfare involves an intimate acquaintance with problems and issues of taxation, of the organization of state and local governments, of the revision of state constitutions. The study of government is as important to the social-work executive in the public-welfare field as is the study of human behavior to the social case worker.

These principles I have outlined are not an ordered system nor a complete program of action. A specific program like the current campaign of the Public Charities Association and other groups in Pennsylvania for the adoption of the county welfare plan may be based upon these principles, but in its details it must be related to the life of a particular state, a response to its specific needs. Any worth-while program, any sound principle of action, will be a scientific approach to the problem and in this lies the hope for the future of public welfare.

ORDINARILY, when a social agency or organization is criticized in some other periodical, The Survey takes the line that any rejoinder should be made there, where it will reach the same group of readers. A different set of circumstances comes of the fact that on the back cover of the November Midmonthly Survey we carried an advertisement in which The American Mercury made sweeping claims for an article brought out the same month: Shady Business in the Red Cross, by John L. Spivak. For the information of our readers and in fairness to the Red Cross they should know that an examination of the article, reinforced by data on certain points secured from ARC headquarters, shows that along with legitimate discussion of policy and practice, it is shot through with distortion and inaccuracy.



For example, the author advocates a congressional probe into his charge that the Red Cross set aside $4 million as a special war reserve from "the pennies of school children and the dollars of hard-working men and women" taken "under the guise of needing them to feed hungry Americans" at the time of the drought relief in 1930–31. The annual reports for those years show that the Red Cross expended, in addition to all the contributions which it received for drought relief, a total of $3,958,000 from its own treasury. The $4 million referred to was the balance of a special reserve for national and international emergencies originally set up at the close of World War relief operations, and restricted to be drawn upon for immediate use in the event of another war.

In the international field, the author hopelessly confuses the operations of the American Relief Administration with those of the Red Cross. He makes much of the distribution of American corn rather than wheat in 1921 for the aid of starving Russians with, he says, resulting hemorrhages and dysentery. For better or worse the Red Cross had no connection with this activity; Congress itself authorized an appropriation of $20 millions for the purchase of corn, and the operation was under a special commission appointed by the President.

More recently, in the midst of the depression, Mr. Spivak charges that the Red Cross used up one third of the government wheat to pay for milling, transportation and terminal charges. Clearly, with the wheat scattered in 246 elevators in 25 states, it would not in those places nor in that form feed people and it was the intention of Congress that the cost of placing this wheat in homes in the form of flour would be paid for from the wheat.

Such cockeyed reporting supplies a large dose of another commodity, salt, when it comes to other of the charges. All the more so because we have the statement of the Red Cross office that the author definitely agreed to submit for verification prior to publication quotations which he intended to use in the article, and that neither author nor editor honored that agreement. The interviews as published are repudiated by the officials who gave them. The upshot of the article was to make the Red Cross the whipping-boy for an indictment of the capitalist system.

The Red Cross confronts such an attack with both the advantages and the limitations of its years, its war record, its semi-official status and its countrywide service and organization. Such an attack is itself evidence of the tensions of changing times which themselves have given new urgency to the consideration of internal changes that have been the concern of progressive Red Cross participants.

Thus the very decentralization through the scheme of local chapters, which gives the ARC widespread strength, carries the weakness that national policies may be deflected by racial, class and sectional bias in the very areas where work goes forward. Here is the seed-bed of many of the protests as to domestic relief work made by public officials, newspapers, racial and labor groups. Here is the setting in which malpractice at some point of contact can bring the whole organization into disfavor, and in which national policies are brought down to realistic test. It is a situation which any countrywide organization, public or private, confronts where responsibility is vested in local units.

National planning, which would seek to free practice and standards from the cramp of localisms and afford open channels for adjusting grievances, would reinforce the headquarters and regional staffs of the ARC administration.

THIS brings us to the policy-making bodies at Washington. When the ARC was reincorporated in 1905, the setup of a self-perpetuating body of 65 incorporators had the earmarks of the century that was past rather than of the new. It is a fair question whether this outmoded scheme at the core of the organization has not outlived its usefulness now that the Red Cross has achieved its present stature as a national membership society.

As things stand, the incorporators choose six of the governing body, the Central Committee; six are elected by Red Cross chapter delegates, and six are appointed by the President of the United States—the chairman and one each from the Departments of State, War, Navy, Treasury and Justice. In the last ten years, the total expenditures of the national organization have amounted to $88,900,000, of which more than $76 million was devoted to its civilian functions. This raises the question whether the designations of presidential appointees dovetails into the realities of the current work. Why should not Agriculture and Labor, rather, be represented in an organization outstanding for its rural work and operating in areas of industrial dislocation and distress? The question reaches deeper.

Twenty years after the outbreak of the World War, might it not be well for the American Red Cross to reexamine the relation of its non-combatant activities in wartime to the original conception of the Red Cross flag; and even more, distinguish and establish more firmly the structure of its enduring peacetime work. The Central Committee would be strengthened by members who are professional leaders in the fields in which it so largely operates.

SOME such recasting of the national setup would, on the one hand, make it more responsive to the impulse and opinion of members in meeting the issues of these changing times; and on the other, would yield Red Cross leadership greater leverage in advancing standards in the thousands of communities reached.

PAUL KELLOGG

THE COMMON WELFARE

Preparation for Congress

MID-NOVEMBER saw the gathering of the National Conference on Economic Security at Washington as one stage in the framing of administration measures to be put before the new Congress. The conference had less of the attributes of a "brain trust" than of a cooperative thinking society, for its announced purpose was to canvass ideas and experience as the backdrop to more compact working bodies. First in the order of sequence, following the President's message of last June, was the appointment of a Committee on Economic Security under the chairmanship of Frances Perkins, secretary of labor. Her associates are three other cabinet members, Secretaries Morgenthau, Cummings and Wallace, and Harry L. Hopkins, federal relief administrator. Edwin E. Witte, long director of the Legislative Reference Service of Wisconsin, is executive director, and Thomas H. Eliot, associate solicitor of the Department of Labor, is counsel. To assist the Committee a Technical Board was appointed, made up of twenty experts in the federal service and headed by the second assistant secretary of labor, Arthur J. Altmeyer of Wisconsin. Also, a staff including such experts as Bryce Stewart of the Industrial Relations Counselors, Edgar Sydenstricker of the US Public Health Service and the Milbank Memorial Fund, and Prof. Barbara Armstrong of the University of California.

Preliminary work had been done by these bodies prior to the mid-November conference at which, in addition to general sessions and a statement from the President at the White House, the whole subject field was discussed in a series of roundtables during the day. These included roundtables on child welfare, unemployment insurance, employment planning, old-age pensions and medical care.

Following the conference, first meetings were held of the Advisory Council to the cabinet Committee on Economic Security, which in turn is advisory to the President. The chairman of the Advisory Council is Frank P. Graham, president of the University of North Carolina. The twenty-two members drawn from among employers, labor and the public are: Paul Kellogg, vice-chairman; Grace Abbott, George Berry, Marion B. Folsom, William Green, Helen Hall, George M. Harrison, Joel Hunter, Morris E. Leeds, Sam A. Lewisohn, Raymond Moley, George H. Nordlin, Henry Ohl, Jr., Josephine Roche, Rev. John A. Ryan, Paul Sharrenberg, Belle Sherwin, Gerard Swope, Louis J. Taber, Walter R. Teagle and Gov. John G. Winant. This is the central group charged with focusing and framing recommendations.

A number of special advisory committees have been set up —medical, public health, hospital, dental, child welfare and public employment and public assistance; of which last Dorothy Kahn, president of the AASW, is chairman.

There were those who felt that the President's address to the members of the conference meant that old-age pensions and health insurance would be indefinitely postponed. Both Secretary Perkins and Chairman Graham went out of their way to correct this impression. The quick public recoil against something that was regarded as a recession from the President's attitude in June was one of the most significant incidents of the conference. It was only less significant than the fact that an administration with power to carry through legislation has definitely committed itself to unemployment insurance on a countrywide scale at the 1935 session of Congress. There remains the underlying question as to whether the President, his chambered nautilus of advisers and the public will insist that the security measures shall have caliber as well as range.

For What Shall We Plan?

BRINGING to focus the discussion of economic planning begun at its Amsterdam Congress in 1931 (see The Survey, November 1, 1931, page 131) the International Industrial Relations Institute held a regional conference in New York last month to consider, "What kind of economic planning can end unemployment, establish security and raise standards of living in proportion to productive capacity?" Though the US Commissioner of Labor Statistics, the general counsel of the National Labor Relations Board, a member of the NRA Labor Advisory Board and a consultant of the National Planning Board took part in the proceedings, the program as a whole constituted a head-on criticism of the New Deal and an argument in favor of Soviet Russia's form of economic planning. Other conference speakers—labor representatives, engineers, economists, journalists, educators—maintained that the productive capacity of American industry and agriculture is sufficient for an almost unlimited improvement in the standard of living, but showed how even in 1928–9 production fell short of the requirements of the standard budget drawn by the Department of Agriculture, and charged that restriction of output by NRA and AAA has further undermined the living standard of the American people. Analyzing payroll and employment figures, they argued that, with ten million workers still jobless, the rise in the cost of living has absorbed the larger share of the wage gains of those who are employed. The most marked result of the recovery effort, George Soule of the New Republic suggested, has been "a spectacular rise in profits."

Theories of social-economic planning were set forth in a two-hour seminar by Alfons Goldschmidt, formerly lecturer on economics at the universities of Leipzig, Cordoba (Argentine) and Mexico; and in a paper prepared by Earl Browder, secretary of the Communist Party in the United States. An evening was given to testimony by labor representatives on their organized efforts to raise living standards.

As the high point of the meeting, Mary van Kleeck, associate director of IRI and director of industrial studies for the Russell Sage Foundation offered the report of the IRI Technicians' Research Group, which has set itself the task of laying out studies preliminary to drafting a social-economic plan for the United States. Social-economic planning, she submitted, must rest on a study of population, the human resources of the country; and a parallel study of economic resources and productive capacity, beginning with such basic industries as iron and steel, minerals and machinery. Miss van Kleeck held that social-economic planning is inconsistent with capitalism and that the recovery effort seeks only "to preserve the existing order." In contrast, she submitted that the work being done by the Technicians' Research Group is in the direction of a plan which will end unemployment and establish security by raising the standard of living through "an economy func-

tionally organized" and with "workers' control substituted for possessors' control." The discussion which followed ranged from economic research to revolutionary overthrow of existing political, social and economic institutions.

The FERA Under Fire

SCARCELY were the election returns off the front pages than their place was taken by Senator Borah's charges of "shameless waste" in the FERA. Challenged by Harry Hopkins for chapter and verse the Senator offered "illustrations" in various unnamed cities of "payrolls clogged and padded" and a "no-man's land in the matter of accounting and responsibility."

The charge of loose accounting is bewildering to anyone who has seen the meticulous forms under which the relief organization operates or who is aware of the corps of traveling and supervising accountants, district, state, regional and national whose duty it is to guard against irregular procedures. In choosing his "illustrations" of "a wholly unnecessary number of persons on the administrative payroll," the Senator seems to have overlooked the fact that in many places, New York for instance, large number of employes are actually on relief assigned to work projects within the administrative setup. Mr. Hopkins countered with the statement that the cost of administering the whole $2 billion of FERA funds had been 7½ percent.

A Congressional inquiry into the FERA and all its works is probably in the offing. Mr. Hopkins has more than once indicated that he carries no cards up his sleeve. Getting all the cards on the table, local as well as national, may have the salutary effect of bringing to the public a realization, not of the high money cost of relief administration, but of the intolerable social cost of low standards of relief.

The Dominant City

"UNLESS certain unpredictable changes in technology take place, more radical than we can now profitably contemplate, the dominance of the city over American life will continue to grow," said President Harold W. Dodds of Princeton University, to the annual conference of the National Municipal League held the end of November in Pittsburgh. Such a prophecy might well have been inspired by the conference itself with its discussions of almost every phase of municipal government, administrative technique, finance, elections, metropolitan and county government, taxation, housing, crime prevention, and so on. Perhaps the most significant note in the two days of view-sharing was the demand for a revival of the idealism which accompanied the founding of the League forty years ago. Curiously enough it came from the ranks of the experts whose triumphs in the techniques of administration have been the theme of most of the recent conferences of this group.

Doctors, Radio and "Propaganda"

ISSUES of free speech are whizzing at a disconcerting rate about the series of broadcasts on Doctors, Dollars and Disease sponsored by the National Advisory Council on Radio in Education. The Columbia Broadcasting System barred an address which was to have been given on November 19 by Dr. Thomas Parran, Jr., New York State Commissioner of Health, because Dr. Parran discussed control of syphilis by public-health measures as a part of a general social, economic and scientific program to add ten years to the American life span. The battle to open newsprint to mention of our costliest disease was fought and won several years ago. Vigorous protest by the Council and others should clear the air.

From a wholly different viewpoint the Journal of the American Medical Association has attacked the series as "propaganda" of "agitators" of the Committee on the Costs of Medical Care, urging physicians to exert influence on their radio stations to show its "true nature." The Journal does not mention that the program originally offered a quarter of the whole time to officers and other outstanding representatives of the Association, who declined to speak; or that six of the present speakers are or have been officially associated with the organized professions, including a former president of the Association. One would look in vain at the radio and publishing facilities of the American Medical Association for any like effort to present various viewpoints in the controversy in medical economics. The Association's refusal to come in on a joint discussion of medical economics contributes not a whit to a cooperative approach to the problem.

Women in Washington

ANOTHER tradition has been broken by the appointment, by President Roosevelt, of Josephine Roche of Denver as assistant secretary of the treasury with the US Public Health Service and the personnel work of the department falling within her sphere. Miss Roche's experience ranges from referee of Judge Ben Lindsey's juvenile court and a member of the staff of the US Children's Bureau, through a wide area of industrial relationships, to candidate for the Democratic nomination for governor of Colorado. As an administrator, —and it is as an administrator that she comes to Washington —she may well stand on the record, in and out of depression, of the Rocky Mountain Fuel Company of which she is president and which is the outstanding demonstration of management-union cooperative relationship in this country.

Another recent presidential appointment, warmly welcomed by social workers the country over, is that of Katherine F. Lenroot as chief of the US Children's Bureau, a post for which her abilities and her experience with the Bureau eminently qualify her.

Eighty Candles

HAIL to Mary McDowell, friend of Masaryk, Chevalier de la Légion d'Honneur, member of the Lithuanian order of the Grand Duke Yediminas, honored by Czechoslovakia, Poland and others of the Central European peoples— all for her services to the immigrant groups she has lived and worked with for four decades "back of the yards" in Chicago. Chicago itself, with less flourish, bore witness on December 2 to her citizenship as neighborhood worker, civic leader and one-time commissioner of Public Welfare. In the article she contributed to Survey Graphic for April 1928 Miss McDowell spoke of her childhood at the foot of Walnut Hills, facing the Ohio at Cincinnati, and told How the Living Faith of One Social Worker Grew. "Labor," she said, "was dignified in my earliest days in the person of an old carpenter; the service of the city, in that of the captain of our fire department." And right there, in her insight, is a clue to the engaging fellowship and robust espousal of human rights with which she has invested the years.

HEALTH

A University for Health

TEN years and a day after the original organization meeting and eight years after active work started, the Bellevue-Yorkville Health Demonstration in an east-side district of New York City completed its graduation to the city Health Department. "A university for health," it was called by Dr. Charles Gordon Heyd, former president of the New York State and the New York County Medical Societies at the meeting held on November 15 to celebrate the event. During the demonstration period it was carried on through the cooperation of about 80 health and welfare agencies working in the district under the leadership of the Health Department and with aid to the extent of nearly $1 million from the Milbank Memorial Fund, as a research project in promoting health and preventing illness through the joint efforts of medical and lay groups. Many procedures first tried there, such as clinics for preschool children, consultation chest service for private physicians, and pneumothorax refill service, have been extended to other districts by the Health Department. There have been striking decreases in deathrates from tuberculosis, diphtheria and accidents, and in infant mortality, far exceeding gains made in Manhattan as a whole. Tangible and technical gains, real as they are, were overshadowed by the fundamental findings stressed by Albert G. Milbank, president of the Milbank Memorial Fund and other speakers: the "spiritual endowment" with which the municipal health center carries on the work with experience and belief in the practicality of teamwork.

The Neglected "Chronic"

THE controversy now rocking New York City as to whether Welfare Island will be used for general park purposes or for hospitals and a park for the chronic sick is partly a reflection of the plight of a metropolis hemmed in by water and gasping for space. More than that, however, it is an approach to a matter urgent to cities and rural districts throughout the country—the need for care of chronic illness. Through surveys made for the Welfare Council, New York knows the facts of its problem. One in ten of the whole population and one in three of those above the age of forty are suffering from chronic illness. More than a third of these people are not getting suitable care. About 20 percent of the beds in general hospitals are used for chronic patients who could be cared for better and more economically in other institutions, thus releasing beds needed for acute illness. A large percentage of families served by family welfare agencies represent a problem of chronic illness. More than a quarter of the chronically sick known to these agencies are people between sixteen and forty years of age, in the working prime of life. Nearly a tenth are children, and only that same number—a tenth—are in the actual period of old age.

The plan for a "chronic center" urged by Dr. S. S. Goldwater, commissioner of hospitals, includes establishment of a central clearing house through which chronic patients would pass for classification of their needs; construction of new buildings on Welfare Island, each adapted to the type of disease suffered by the patients it shelters; permission for certain types of patients to receive city medical care in their own homes (revision of the city charter would be needed for this); operation of the hospitals on the Island in cooperation with the five medical schools in the city, thus drawing on their resources for research and widening their educational opportunities—a plan already approved by the deans of the schools; establishment on Welfare Island of a park for patients in the institutions and, so long as space is available, for convalescent persons discharged from other city hospitals who might come there for the day for fresh air and sunshine. Similar recommendations were presented by the Welfare Council last spring in a report endorsed by the New York Academy of Medicine, the United Hospital Fund, and the City Visiting Committee of the State Charities Aid Association. The Welfare Council's Committee on Chronic Illness, including 17 representatives of health and welfare agencies, is supporting Commissioner Goldwater's stand that the 135 acres of the Island should be held for a comprehensive plan even though the plan must be developed gradually.

Child Health in Europe

REPORTING results of first-hand study at the last annual meeting of the American Public Health Association (American Journal of Public Health, vol. 24, no. 9, p. 951) Dr. Richard A. Bolt, director of the Cleveland Child Health Association, pointed out the "amazing" vigor and foresight with which plans for maternal and child health are being pursued under all the different European governments. Dr. Bolt included among the strong points of European plans recognition of the "intimate relationship between housing and child welfare" and provisions for child and maternal health under systems of social insurance. In the development of health centers as cooperative units and in health education European countries are profiting from American examples but have not yet reached our degree of development. In a summary of European news, the federal Children's Bureau includes mention of establishment by a private physician of a first "hygiene information center" in France which is remarkably inclusive even from our viewpoint: its doctors give no treatment but provide information on such subjects as personal hygiene, housing hygiene, physical exercise, swimming-pools, child care, hygiene of work, measures against venereal and other communicable diseases, and health legislation, and will supply addresses of welfare agencies. The same issue abstracts a report of Switzerland's sickness insurance for children, covering some 338,000 children from kindergarten age up, and providing medical care at need or special regimens such as

Pertinent Publications

SPECIAL DIETS AT LOW COSTS. *Prepared by Joint Committee New York Nutritionists and Greater New York Dietetic Association. 24 pp. Price 25 cents of the Jewish Social Service Association, Inc., 67 W. 47 St., New York City.*

APPROVED by the Committee on Public Health Relations of the New York Academy of Medicine and prepared to help clinic physicians adjust diet recommendations to patients' incomes.

STATE-WIDE TRENDS IN SCHOOL HYGIENE AND PHYSICAL EDUCATION. *by James Frederick Rogers, M.D., Consultant in Hygiene, Office of Education. 16 pp. Price 5 cents of the Superintendent of Documents, Washington, D. C.*

DISCUSSION and tabular summaries of state legislation on medical inspection, physical and health education, and so on.

SEX EDUCATION: FACTS AND ATTITUDES. *Child Study Association of America. 60 pp. Price 25 cents of the Association, 221 W. 57 St., New York City.*

EIGHT brief discussions by lay and medical specialists.

HEALTH FOR MAN AND BOY. WOMEN AND THEIR HEALTH. MARRIAGE AND PARENTHOOD. *A special series of pamphlets by William F. Snow, M.D. Publications 839–841, The American Social Hygiene Association. Price 5 cents each, with discounts on quantity orders, of the Association, 50 W. 50 St., New York City.*

country care in convalescence or because of malnutrition. Parents who fail to insure their children are penalized; insurance costs are shared by the federal government, the canton and the family, if they can pay, or the commune if they cannot.

The Hospitals' Dilemma

FROM the start of 1929 to July 1934 the public general hospitals reporting to the federal Children's Bureau from nine urban areas showed a steadily rising use: in practically every month of those years they were fuller than in the same month of the preceding year. The 89 private general hospitals reporting from 21 urban areas, however, sank steadily in occupancy from 1929 through 1933; for the first half of 1934 they bettered considerably their 1933 record. In 3 areas public general hospitals reported an average 1933 occupancy of 95 percent, which means very serious overcrowding during the months when sickness is prevalent. In 12 areas average occupancy of the private hospitals was less than 50 percent in 1933 and in 3 it fell to less than 35 percent. The percentage of days' care given to free patients in the private general hospitals rose from 34.8 in 1932 to 36.8 in 1933. Their losses in occupancy have meant a crippling loss in income from paying patients, complicated in many instances by loss also in income from donations and endowments.

UNDER the auspices of Purdue University (Lafayette, Indiana) short courses for janitors are being offered in various parts of the state. School cleaning, heating, lighting and ventilation are considered with emphasis on the janitor's part in school health.

GOOD Teeth Council for Children, Inc. (executive office, 400 N. Michigan Blvd., Chicago) has published by-laws setting forth the organization's purposes and procedures to promote mouth health through cooperation with existing organizations. The chairman of the Board of Directors is Dr. Guy S. Millberry of the University of California College of Dentistry; other members include nationally known representatives of the dental, medical, public health and other professions.

HEALTH budgets of 77 American cities sampled in a survey by Dr. W. F. Walker of the Commonwealth Fund (See Public Management, November 1934, p. 360) have suffered an average cut of 19 percent. In the individual cities cuts ran from 2 or 3 percent to 54 percent. In some cities health departments have increased their activities to cope with hard times or have tightened the belt constructively by real economies in organization and purchasing. About half, however, have had to suspend or temporarily cut off free preventive and immunization services for smallpox, diphtheria and typhoid fever, and to reduce public-health and school nursing. The average annual per capita expenditure of these cities for health now is 58 cents, while $1.50–$2 is the figure cited as necessary for effective service.

THIS year's Christmas Seal carries the picture of "Little Red" to commemorate the fiftieth anniversary of the beginning of the modern sanatorium treatment of tuberculosis by the late Dr. Edward L. Trudeau at Saranac Lake, N. Y. "Little Red" is the one-room cottage which Dr. Trudeau himself built after learning, as a tuberculosis patient that the more he rested, the better he felt. Out of his conviction it came to be used as the first sanatorium, housing two patients whom he treated by the methods that had helped himself. Now there are 659 sanatoria in the United States with a total of nearly 87,000 beds. Christmas Seals, now on sale throughout the country, support the national, state and local tuberculosis societies which carry on the fight against tuberculosis, still the deadliest enemy of Americans in the prime of life.

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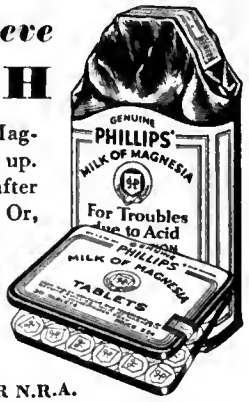

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Literature on request

HYNSON, WESTCOTT & DUNNING, INC.
Baltimore, Md.

READERS of Daisy L. W. Worcester's article on Los Angeles County in April Survey Graphic (Public Health and Private Doctors) will be interested to hear that that county's health officer, Dr. John L. Pomeroy, has received from the American Public Health Association the Peter Ling Award given each year to the county with the country's lowest infant mortality rate. For the fiscal year 1933–34 Los Angeles County's rate was 38.

SIMMONS College has reorganized its school of nursing, shifting the emphasis from public health nursing to undergraduate preparation of nurses to meet the changed demands of a new professional field. There will be a five-year course, leading to the B.S. degree and a diploma in nursing, which will prepare graduates to do administrative work or become teachers of nursing. Provision is made for graduate study in public health nursing, open to a selected number of senior students in accredited affiliated schools. Helen Wood is director.

FIRST aid to deserving full-time county or district health units is made possible through recent allotment of $1 million to the federal Public Health Service from FERA funds. Grants will be made through state health departments to help continue existing units or establish new ones by payment of salaries to adequately trained personnel in projects in which at least half the cost is borne by state and local authorities. In any case a quarter must be borne by local authorities. The step is in line with policies urged by committees of the American Public Health Association and of the state and provincial health officers. Less than a quarter of our rural population has the benefit of full-time health service. The number of full-time county health units has shrunk from 616 in 1932 to the present 550.

INDUSTRY

Children Out of the Beet Fields

RELIEF for the exploited child laborers in the sugar-beet fields is promised under the terms of the Benefit Agreement to be submitted to the growers by the AAA this season. The first child-labor regulation for the industry comes not through a child-labor law but through the Sugar Stabilization Act, making sugar a basic commodity and bringing it under AAA. Hearings on child-labor provisions for the beet-sugar agreements were held in Michigan and Colorado, the two principal producing states, in September. At Denver there was little opposition to the elimination of child labor, but a few Michigan growers argued against such a move. The terms of the Benefit Agreement, as drawn following the hearing, bind the grower not to "employ or permit the employment, directly or indirectly" of any child under 14 years of age "either for gain to such child or to any other person." Children between the ages of 14 and 16 are not to be employed more than eight hours a day. The contract also makes provision for the establishment of minimum wages for the industry, and authorizes the secretary of agriculture to withhold benefit payments unless the grower is able to offer a certificate showing that all just wage claims have been satisfied. The Benefit Agreement covers the 1935 and 1936 crops. Meantime conditions in the beet fields are unchanged, and children are staying out of school to harvest this season's crop.

Peace Terms

IN its decision of the case arising out of San Francisco's general strike last summer (see Survey Graphic, September, page 405) the National Longshoremen's Board dealt with the two chief issues of the controversy, wages and the control of the hiring halls. Recognizing a 6-hour day and 30-hour week for longshoremen, the Board established basic rates of pay of $.95 an hour for straight time and not less than $1.40 for overtime. One board member, O. K. Cushing, dissented from the wage provisions of the decision. The Board ruled that the hiring halls are to be controlled jointly by the International Longshoremen's Association and the respective employers' associations. All hiring and dispatching is to be done through one central hiring hall in each Pacific Coast port, with such branch halls as the Labor Relations Committee considers necessary. The hiring halls are to be operated by Labor Relations Committees in each port representing employers and labor. The Labor Relations Committees are also to "investigate and adjudicate" disputes. Under the agreement which terminated the strike, the decision of the Board is binding on all parties, and is automatically renewed from year to year unless terminated by written notice.

Under Contract

EMPLOYERS who move their plants to other cities to escape their obligations under union contracts are guilty of violating Section 7-a of NIRA, according to a ruling recently announced by Elinore M. Herrick, director of the Regional Labor Board for New York, New Jersey and Connecticut. The decision was made in the cases of two Brooklyn firms which operate under the Fur Dressers and Dyeing Code. The Globe-Gabbe Corporation, one of thirty firms under a collective agreement, moved its plant from Brooklyn to South Norwalk, Conn., without giving the prescribed notice of intention to terminate the agreement. When union representatives called on the firm and offered to move the 97 Brooklyn workers, some of whom had been with the concern for eighteen years, to Connecticut, one of the partners said, "We don't want any; we are going to take the men we please." Further investigation, Mrs. Herrick said, revealed that the firm intended to drop a number of workers, reduce the payroll and eliminate the union. The second firm moved to Farmingdale, L. I., under similar circumstances, depriving 73 employes of their jobs. Mrs. Herrick announced that failure of the two concerns to comply with the Board's orders to take with them the workers who wish to go and to bargain with them collectively will lead to their being cited before the National Labor Relations Board for "appropriate action." It is expected that the rulings will result in a "showdown" in Washington and possibly in court action.

Paper Wages

LIMITATION on the proportion of wages that may be paid in scrip and protection against discounting of scrip by retailers are recommended by the committee named by NRA in March to study company stores in the mining, quarrying, lumbering, railroading and manufacturing industries. A retail-code clause embodying the committee's recommendations is pending before the NRA board for adoption. Under this proposal, not more than 25 percent of wages due may be paid in scrip, and no store "shall purchase or receive or accept for cash or consideration in trade or in payment of indebtedness any scrip at less than its par value." The committee also recommended a series of regulations insuring that the worker receive a "reasonable portion" of his wage in cash each pay day; limiting the pay period to a week, prohibiting any employer from requiring employes to trade at a company store. The committee found prices in company stores from 2 to 10 percent higher than prices for similar stock in neighboring independent stores and also found that the practice of discounting scrip from 10 to 30 percent is widespread.

Prof. C. B. Fowler of the College of the City of New York served as chairman of the committee. The other members were Prof. Henry Post Dutton of Northwestern University and Daniel Bloomfield, executive secretary of the Boston Retail Trade Board.

Steady Work

HOW one firm managed to stabilize employment between 1931 and 1934 is told by C. D. Donavan, vice-president of the Norge Corporation of Detroit in the current issue of Factory. The company, originally manufacturing gearsets, was experienced in precision manufacture. "We simply had to convert existing equipment and existing personnel to new uses." Side-lines were selected on the basis of consumer surveys and careful market analyses, and the company began to make electric refrigerators, then washing machines and oil burners. A short-order cook stove for lunch counters was developed. "It sells right through the year." Beverage coolers, commercial refrigerating units, a winter air-conditioner are being experimented with. No floor space was added. Needed capacity was obtained by operating on four six-hour shifts a day, which meant placing and breaking in 1200 new workers and developing a large supervisory force. The writer feels that, by modern management methods, his company has succeeded in "filling the valleys" and "slicing off the mountain tops" of its sales curve, making it possible for the firm in large measure to meet what it recognizes as a responsibility to employes and to the community for steady work.

New Hampshire Reports

PROPOSED features of an unemployment-insurance measure for New Hampshire were made public last month by the Commission on Unemployment Reserves, appointed by Governor Winant early this year. The Commission is now organizing group meetings,

public hearings and conferences on its proposals, in order that "the unemployment-insurance bill ultimately drafted may be based on the widest consultation." The preliminary report, published as an attractive and readable pamphlet, outlines the plan with brief discussion of each feature. All wage earners are covered except farm and domestic labor, government employes, teachers, workers in industries "with a regular, stipulated season of not more than 17 weeks." After a 3-weeks waiting period, benefits up to 50 percent of full-time earnings are paid, with a maximum of $14 and a minimum of $6. The duration of benefits is limited to 16 weeks in one year, with one week of benefits for every 3 weeks of employment in the preceding 52 weeks. Provision is made for part-time workers. The fund is to be built up from contributions of 2½ percent of payroll by employers, 1 percent of wages by workers, with reduction of payments for employers who stabilize employment. The state is to administer the fund, and act as sole custodian. Prof. Herman Feldman of Dartmouth College, Hanover, N. H., is chairman of the commission of seven members.

A BRIEF account of the first year's work of the US Employment Service is available in the form of a reprint from the Monthly Labor Review for October. The report was prepared by William H. Stead, associate director of the Service, who heads the Division of Standards and Research.

THE first criminal prosecution under the New York State Minimum Wage Act was recently announced by the Attorney General following the indictment and arrest of the managers and owners of three Brooklyn laundries. The indictments charge failure to pay at least the state minimum wage to the women and minors employed (see The Survey, September, page 294,) forgery in the third degree in keeping false payrolls to conceal violation of the minimum-wage law, and conspiracy to violate the law and to forge payrolls.

THE US Department of Labor announces the organization of a Division of Labor Standards, to aid "interested parties and organizations to secure improvements in the working and living conditions of wage earners." Verne A. Zimmer, former director of the Division of Workmen's Compensation in the New York State Department of Labor will head the new division, with Mrs. Clara M. Beyer of the Children's Bureau as assistant director.

New Pamphlets

TWENTY QUESTIONS ON THE ECONOMIC SECURITY OF THE PEOPLE. *Association Press, 347 Madisan Avenue, New York. Price, 25 cents. Quantity rates.*

A study-outline with sections on the theory of social insurance, and on unemployment compensation, old-age dependency, health insurance.

SOME CONSIDERATIONS ON UNEMPLOYMENT INSURANCE IN THE LIGHT OF GERMAN EXPERIENCE, *by Otto Nathan. Reprinted from the Journal of Political Economy by the author, Princeton University, Princeton, N. J.*

A public insurance scheme under depression, discussed on the basis of the writer's own experience and interviews with employers, workers and public authorities, supplementing the available literature.

THE WORKER AS A CONSUMER, *by Mark Starr and Helen Norton. Brookwood Labor College, Katonah, N. Y. Price, 25 cents. Quantity rates.*

A simple and clarifying statement of the relationships between wages and prices, and a crisp discussion of exploitation and of "consumer defenses."

GREAT BRITAIN AND UNEMPLOYMENT RELIEF, *by F. R. Clarke. Emergency Unemployment Relief Committee, 1027 St. George St., Montreal, Canada. Price, 50 cents.*

A detailed, first-hand description of the British unemployment-insurance plan and how it works, as seen by a relief director.

EDUCATION

FERA in College

FERA funds, providing jobs and wages for undergraduates in non-profit-making colleges and universities are probably responsible for the increased enrollment this year. Thus at the University of Wisconsin freshman registration is almost 20 percent larger than last year; Pennsylvania State College, Colorado Women's College, Massachusetts State College, are among the institutions reporting "a new high" to the US Office of Education. Twelve percent of the resident student body in eligible institutions may be given part-time work, earning a maximum of $15 a month. Students may be assigned to any public or other non-commercial social agency on the campus or in the community. Federal, state and local governmental offices, park departments, public libraries, public-health departments, recreation centers, boys' and girls' clubs and nursery schools are cooperating in providing jobs for college students. Because there is more demand for work from men than from women students, FERA has waived the requirement that "Jobs shall be allocated between boys and girls in proportion to the enrollment of each in the particular school." Ohio State's method of administering the FERA program is available in outline, and also the report of the highly successful undertaking at the University of Minnesota last year.

Movies for Morals

USING excerpts from commercially successful films, a group of educators has worked out an experimental course in character training for boys and girls made up of 24 one-reel pictures. Each picture "stresses one trait which is essential to a well-rounded character." For a demonstration year, a limited number of prints of the series will be loaned without charge for non-theatrical use by schools, churches and other character-building agencies. The pictures are designed for three age groups, though some, it is thought, will be equally effective on all three levels. Since the pictures are on 35 mm. safety film, they can be shown only through cooperation with local theaters, or in auditoriums equipped with 35 mm. sound projectors. The plan of the committee includes a group discussion following the showing, and for this, discussion outlines will be made available. Howard M. LeSourd, dean of Boston University Graduate School, is chairman of the committee, which was organized in 1929. The other members are Phyllis Blanchard, Child Welfare Clinic, Philadelphia; Florence Hale, editor of The Grade Teacher; Mark A. May, Institute of Human Relations, Yale University. Requests for use of the films or inquiries about them should be addressed to the chairman of the committee, 688 Boylston Street, Boston.

First Aid to Freshmen

ENDEAVORING to meet the need of some of the 10,000 recent highschool graduates who cannot afford to go away to college, seven colleges and universities in Michigan, including the State University are cooperating with the Department of Public Education and the Relief Administration in setting up eighty or

more freshmen college units. The units are located in convenient centers throughout the states. They charge no fee and give college credit. Each sponsoring institution is the center of a zone comprising several counties. Forty or more qualified students (thirty in sparsely settled areas) may form a unit. The college or university selects its own teachers on the basis of need as well as qualifications from lists supplied by the Relief Administration. It is hoped in this way to provide jobs for at least 500 unemployed teachers. Local communities supply heat, lights, supplies (except those regularly furnished by students) janitor service, library facilities, and cooperation in the administrative set-up. The program was inaugurated October 1, and within a month 75 units were under way with an approximate enrollment of 3000. It is under the direction of Orin W. Kaye of the Emergency Education Division of the State Relief Administration, 609 City National Building, Lansing, Mich.

Book Service

ONE of the adult-education tools developed by the public libraries is described in A Readers' Advisory Service by Jennie M. Flexner and Sigrid A. Edge (American Association for Adult Education, 60 East 42 Street, New York. Price, 50 cents) a report on work being done at the New York Public Library. The purpose of a readers' adviser's desk is, "to assist the adult reader wanting to follow a definite interest by reading systematically." The staff member in charge keeps a file in which is pooled information on books for specific needs. A personal interview with the reader gives information on his background, capacity and interest. Each book list is "made to measure." Between 1929 and 1933, the readers' adviser of the New York Public Library made 1540 lists for individuals, 556 for groups. Over that period there was a dramatic change in the subjects requested, the interest shifting from literature and fine arts to business, psychology and the useful arts. In meeting the needs of many potential readers, the adviser has been handicapped by "the lack of simple dramatic books on science, the wonders of the world, mechanics and other subjects in which interest is expressed." Replies to a questionnaire sent to all users of the service indicated that of 3484 books listed, 1141 had been read. While 43 of the 321 individuals replying had read no books at all, the remaining 278 had averaged four books apiece. On the basis of their study, the writers conclude:

> The place that the librarian should occupy in the scheme of education outside of schools justifies the development of a staff of librarians concerned with the problems of adult education, qualified to act as interpreters, whose guidance and assistance shall be easy of access and practical—an integral part of a whole staff organized to help the public to the books they want to read.

In Brief Compass

HOW TO LEAD DISCUSSION, *by LeRoy C. Bowman. The Woman's Press, 600 Lexington Avenue, New York. Price, 35 cents.*

A GUIDE for group leaders, with practical suggestions on the use of discussion methods, the job of the leader, preparation for meetings, the first meeting, the intervals between meetings, the later meetings, and a final section on Possible Pitfalls.

SUPERVISED CORRESPONDENCE STUDY. *International Textbook Company, Scranton, Pa. Price, 25 cents.*

THIS report of a conference held at Teachers College, Columbia University last summer summarizes discussion of the use of supervised correspondence study to enrich the high-school curriculum.

CONSOLIDATION OF SCHOOLS AND SCHOOL DISTRICTS, *compiled by Timon Covert. Free of charge from the US Commissioner of Education, Washington, D. C.*

A BRIEF bibliography, listing 60 recent studies of a widely advocated method of reducing school costs and increasing school efficiency.

SOME EDUCATIONAL ACTIVITIES FOR THE YOUNG CHILD IN THE HOME. *US Office of Education Pamphlet No. 51. Superintendent of Documents, Washington. Price, 5 cents.*

A BOOKLET of simple, practical suggestions, interestingly written, well printed and illustrated and widely useful.

PROCEEDINGS OF THE CITIZENS' CONFERENCE ON SCHOOL RECOVERY IN PENNSYLVANIA. *Department of Public Instruction, Harrisburg.*

A SUMMARY of a two-day discussion of public-school problems from many points of view.

Emergency Training

A THREE-SIDED program is announced by the school of social work organized on the University of Wisconsin campus, in cooperation with the state relief administration. The Wisconsin project is one of 27 similar undertakings planned primarily to provide training for emergency relief workers. At Wisconsin, the school's program includes the regular undergraduate and graduate work in sociology. It also provides a half year's instruction for a group of social workers who have been granted special graduate fellowships by FERA. Their course includes case-work theory, social legislation, public-welfare administration and rural sociology. The third phase of the Wisconsin program is a series of campus short courses in social work. Each of these lasts two weeks, with enrollment of 30 to 40 students from all parts of the state. The emphasis is on practical problems rather than on theoretical aspects of relief. At the university extension center in Milwaukee, some 300 county relief workers are also registered for social-work training courses.

THE US Office of Education offers a list of publications available free or at small cost which supply material for debaters or discussion groups tackling the question of federal aid to education.

A CITIZENS' Committee on Public Schools representing twenty-five organizations has been formed in Philadelphia "to cooperate with school authorities in a helpful and constructive way."

FACULTY delegates from western colleges and universities gathered at Riverside, Cal., December 9 to 14 for the twelfth session of the Institute of World Affairs. Prof. Eliot G. Mears of Stanford University served as director.

THE December issue of the Journal of Educational Sociology will be a special issue on educational planning, edited by Prof. F. Stuart Chapin of the University of Minnesota. "This is not planning for the future but a résumé by distinguished authors of what has already been done." The Journal is sponsored by the Department of Educational Sociology of New York University.

MORE than 97 percent of the student loans made by Antioch College, Yellow Springs, Ohio, seem likely to prove sound, according to a recent report in Antioch Notes. In twelve years, 400 loans totalling $69,570 have been made. Of these, 253 have been repaid; 4 have been the subjects of group assessments; 25 are seriously in arrears. "Of the latter individuals, all but three have shown financial integrity interpreted in the light of adverse financial conditions."

MODELLED on the Scandinavian folk schools, the first center of the American Peoples Schools has been opened at the former Denishawn School of the Dance, 67 Stevenson Place, New York City. The school is a residential evening-school for young people who work during the daytime and wish to spend evenings and weekends in a non-academic kind of education. There are no entrance requirements, grades or diplomas. "Education is for its own sake and is designed to meet the special needs of young adults who are making their major adjustments to life." The first year's program includes informal work in economics and literature, arts and crafts, music, dramatics and dancing.

UNEMPLOYMENT AND COMMUNITY ACTION

JOANNA C. COLCORD

This department is an emergency information service to public officials and to members, executives and supervisors of citizens' committees. News of interesting developments will be gratefully received by the editors, Russell Sage Foundation, 130 East 22 Street, New York

RUSSELL H. KURTZ

What About a Permanent Plan?

MUCH has been said and written in recent months about the need for a permanent national welfare set-up to replace the present "emergency" system. It has been generally assumed that the Economic Security Program would make some provision for the long-term regularization of relief. It now appears that this is not likely unless there should be an abrupt reversal of present thinking at Washington.

The FERA has sufficient funds in hand or in sight to carry it through to February when Congress will be expected to provide more: the Act under which it is operating will lapse in May. Some time within the next six months, therefore, the issue of continued and permanent federal relief will come to a head.

If President Roosevelt's recent utterances mean what they seem to, his leadership will undoubtedly be in the direction of an early return of the relief obligation to the states and local communities. He sees unemployment as a temporary evil to be eliminated through recovery, and federal relief as an "emergency" necessity to be discontinued at the earliest possible moment.

Many social workers and economists, on the other hand, fear that the relief load will continue to be unusually heavy for many years to come. They argue that it is the part of realism to give up our "emergency" approach to relief, and urge the immediate preparation of a permanent system in which public works, unemployment insurance, and relief will all be soundly integrated.

Social workers, aware of the many gaps in our traditional system of local welfare services, want federal participation continued in order that a return to the pre-depression chaos in the welfare field may be avoided. They envisage, first, a permanent federal department of public welfare succeeding the present FERA and other federal welfare divisions; second, state welfare departments having an integral relationship to the federal department, in which the present ERAs are to be integrated with the existing welfare departments of the state governments; and third, local administrative units in which the emergency relief functions are to be combined with other local welfare services, under the state welfare departments, into a permanent state-wide governmental system. They see a centralization of policy-making and standard enforcement in federal and state hands with the actual administration of services decentralized into the local units. They look to the federal government for continued financial support of local effort through grants-in-aid. And finally, they anticipate a complete revision of state poor-relief and settlement laws as a necessary corollary to the permanent nationalization of welfare effort. All this, they point out, should be achieved between January, when Congress and forty-four of the state legislatures meet, and May, when the present Federal Emergency Relief Act expires.

Is such a development in the cards at Washington? Apparently not. The talk is all of insurance for the employed and continued public works and emergency relief for the unemployed. With unemployment insurance and public works, the social worker has, of course, no quarrel. He only asks that the continuing welfare and relief problem be not cloaked behind reform measures that will not fully solve it.

The public is likely to see in the social workers' proposal for a permanent national welfare set-up a new drift toward despised bureaucracy, on the one hand, and a perpetuation of "the dole" on the other. There has been considerable comment in recent weeks about the dangers of continued federal relief, with its "unrealistic" approach and its elements of remote control over local preferences (and prejudices); and a resultant determination, at least on the part of the non-relieved middle class, to assist in putting on the brakes. Social work, when it is seen to be advocating a permanent system of welfare services under which the localities will be asked to abdicate a part of their time-honored prerogative of running their own show, will find itself meeting stiff opposition from many quarters. But that is no reason for its giving up without a fight for what it conceives to be the right course.

In a number of states, among them Colorado, Florida, Illinois, Indiana, Kansas, Montana, New Hampshire, New York, Ohio, Oregon, Pennsylvania, and Washington, commissions have been appointed to explore the possibilities of turning the State ERAs into permanent departments of public welfare, or of merging them with existing state departments in the welfare field. Social scientists and social work leaders, as well as legislators, are usually included in the memberships of these commissions and in their employed personnel. In states which have the township trustee system, the powerful legislative lobbies which these groups maintain are mustering their forces against the expected reports of the commissions. In some others, the existing departments of public welfare, hitherto concerned only with institutional care, are expressing reluctance to accepting any responsibility for local relief, or are jealously anticipating that any merger with the state ERAs would mean the submergence of their present function and personnel.

Nevertheless some legislation is likely to be introduced in many of the states listed above, and perhaps in others, looking toward consolidation of welfare functions. It is here rather than in Washington that the first attack is likely to occur on the word "temporary." Social workers need to be watchful and active, on their own home grounds, to see that such proposed legislation includes the necessary safeguards to standards, through a good state set-up with supervisory powers over local relief administrations. If and when this goal is achieved in a number of important states, federal leadership in pushing on to a nationalization of the development will have become a necessity, if it has not already been accepted by the Administration. But if Washington waits on scattered state action to force it to accept this responsibility, much valuable time will be lost and the present opportunity may well escape its grasp. The situation seems to most social workers to call for a coordinated drive, to begin at once, on both the federal and state fronts.

Retreat on Work-Relief Front

THE most significant retreat yet made by the FERA from its previous advanced position on wages in work relief occurred November 19, when Mr. Hopkins sent the following notice to all state ERAs:

All previous rules and regulations governing minimum hourly rates of pay are herewith rescinded so that the prevailing rate in the community for the kind of work performed will be the governing factor in determining hourly wage rates hereafter.

Thus, in one terse paragraph, the long fight to key relief wages to New Deal concepts of fair pay, as expressed in NRA minimum standards, has been called off. The contest has been a bitter one, with many employers denouncing the attempt to maintain a 30 cent-per-hour minimum as unrealistic, extravagant, and obstructive to recovery and re-employment. The protests from the South,

where the "prevailing rate" for common labor is often ten cents or less per hour, have been the most persistent and passionate. Apparently, these forces of "realism in relief" have won this struggle.

The new policy is one more bit of evidence of that "growing conservatism" in federal relief reported in this department in November.

Relief and Disfranchisement

IT may not be generally realized that old laws depriving "paupers" of their civic right still survive in some of the states, and constitute a threat against millions of unemployed people who have been forced to accept public relief. A report from the American Civil Liberties Union says:

The following fourteen states deprive "paupers" of the right to vote, the disqualification being imposed by the state constitution: Delaware, Louisiana, Maine, Massachusetts, Missouri, New Hampshire, New Jersey, Oklahoma, Pennsylvania, Rhode Island, South Carolina, Texas, Virginia, and West Virginia.

In four of these (Louisiana, Missouri, Oklahoma, and Pennsylvania), the constitutional disfranchisement applies only to paupers receiving institutional aid.

In eleven states paupers are specifically protected by constitutional provisions to the effect that, with respect to residential requirements for the purpose of voting, no person shall be deemed to have lost residence by reason of his absence while kept in any almshouse or other asylum at public expense. These states are: Arizona, California, Colorado, Idaho, Kansas, Michigan, Minnesota, Montana, Nevada, New York, and Oregon.

It would seem also that in the remaining twenty-three states, which are silent on the point in question, paupers are not disfranchised.

The position of the FERA is that the right of franchise shall not be denied any person because he has received unemployment relief. The President, in a statement to the press on October 17, said:

Under no possible honest conception of the law could a man out of work and willing to work be regarded as a pauper and be denied the privilege of voting. . . . No court in the land would classify the person willing to do work as a pauper. Anyone suggesting such a course would be suggesting a thoroughly un-American procedure.

It would seem appropriate for groups representing social work to join with other local organizations to promote action in the forthcoming legislative sessions looking to the removal of existing discriminations against relief recipients.

Ickes on Public Works

PWA Administrator Ickes recently challenged the nation not to "sulk in its tent when there is work to be done." This is the time, he believes, to push an expanded program of public works:

The program which we began eighteen months ago has, I honestly think, cleared an enormous amount of ground for an attempt to apply a new public-works program to our unemployment problem on as large a scale as we may choose. Much heart-breaking effort has had to be put into spade work of which we are only now beginning to enjoy the benefits. Public works have not as yet been provided in sufficient volume to overcome the depression. Careful studies are now being made of the possibility of enlarging the program in a continuous effort to take men from relief and put them into industry.

Administrator Ickes sees five major possibilities for advantageous large-scale public employment:

1. *Rural electrification.* By opening up a tremendous market for the sale of electrical equipment and appliances, rural electrification would probably prove more regenerative per dollar spent than any other type of project which could be undertaken.

2. *Grade-crossing elimination.* This is a type of work which can be widely distributed over the country, can be undertaken even in the northern winter period, and can employ a large proportion of comparatively unskilled labor in field work.

3. *Housing.* A housing program has almost infinite possibilities and is so near the hearts of the average American that I am sure sufficient enthusiasm could be generated for it to push it over.

4. *Transcontinental highway.* I have heard plans for a transcontinental highway which would capture the imagination of any believer in the country's future, a four-lane road stretching across the country, avoiding all congested city areas, uninterrupted by any grade crossing.

5. *Conservation of natural resources.* Flood, drought erosion and reforestation work are important, how fundamentally important to the welfare of the nation we have only begun to perceive.

The administrator confesses his impatience with the argument that the nation cannot afford useful public works, when the manpower to build those works would otherwise be wasted and unused. "An individual who does not work has no income, and by the selfsame reasoning a nation that does not work can have no income. I can see wealth and income only in terms of work."

In the Middle West

THE Governor's Unemployment Relief Commission of *Indiana* has employed a travelling extension secretary to give courses in elementary case work to visitors and case aides who can qualify for credit at the state university. Sessions are held weekly in five centers in the northern part of the state. Next semester, the process will be repeated in the southern counties.

The *Kansas* ERC secured the passage of a law at the last legislature setting standards for county poor commissioners. Since the KERC subsidizes local salaries from federal funds, it is able to approve or disapprove the appointment of poor commissioners. A "flying squadron" from the ERC office, called the district audit staff, makes quick local surveys or demonstrations, or assists a new county poor commissioner in getting work started.

A leisure time activities program is to be put on in rural regions as well as cities, cooperating with the homestead rehabilitation program (see The Survey, August 1934, page 256.) Plans are being formed to extend homestead rehabilitation to the cities and towns through a combination of subsistence gardens, production-for-use, and barter.

The State Relief Commission of *Ohio* has assigned a home economist to work with the Transient Bureau. Former food costs of 35 to 50 cents per man per day have been reduced to a range of 14 to 26 cents, with no loss of variety or adequacy of diet. A special camp of the farm colony order for elderly, partially handicapped homeless men has been established at Brinkhaven, O., and another at Chagrin Falls for homeless boys from 17 to 24 years old who are state, not transient service, responsibilities.

A system of local complaint and adjustment committees has been established in *Ohio* heading up to a department in the SERC under Ned J. Boggs, director of the Public Service Division. This division is also in charge of repatriation (not deportation) of dependent aliens. A manual of instructions has been issued on this subject, containing concise directions and sample forms, including a set especially devised for use in repatriating Mexican citizens.

(For Ohio's Production Unit program, see page 371.)

Cash Relief

THE *Cuyahoga County, Ohio* Relief Administration is experimenting with cash relief in three districts. One district which began the program last May, now has 93 percent of its relief families on cash; the second, which began last August, about 25 percent. The third district, which began November 1, has placed 350 out of its 3200 families on cash. In only ten cases has it been necessary to withdraw the privilege because of misuse of funds. Cash allowances cover food, clothing, electric light, and gas, and household necessities. Coal is separately provided, and rent (except for furnished rooms) must be directly contracted with the landlord under the terms of Ohio's Annat ("indigent tenant") Act. (See The Survey, October 1933, page 361.)

An analysis of 516 families not on the cash payroll in the first district in May showed the following reasons:

Twenty-five were not given cash relief because during their previous contact with the CCRA or Associated Charities they had demonstrated their inability to handle money successfully.

Thirty-two expressed a preference for grocery orders, either because the head of the family could not handle cash—perhaps because of alcoholism—or because they distrusted the working out of the cash plan.

One hundred and thirty-three had some irregular income or part-time work which made it impossible to work out a cash allowance long enough in advance of the period to be covered.

One hundred and thirteen did not receive cash relief for miscellaneous reasons, such as: plans for moving within the month, hospitalization, pending award of a Mother's Pension or Soldiers and Sailors Relief.

Two hundred and thirteen were taken off relief rolls in the month.

The plan is considered to be working out successfully, and there is little necessity of supplementary allowances because the cash grant has been spent before the end of the period allowed for. Only two clients have refused work relief in preference to cash grants, both on the plea that the latter would give them more time to look for real work. On September 1, the staff of the CCRA submitted urgent recommendations to the county committee that cash relief be extended as speedily as possible to the remaining districts.

In *Milwaukee*, on the other hand, a growing sentiment for the introduction of cash relief was seriously blocked recently by a statement of local welfare officials that costs would increase 44 percent if cash relief were to be introduced. This conclusion, it was reported, was based on studies of the cash system in Boston, New York, Baltimore, Washington and Cleveland. The issue has gone to the county board for a decision, with slight chances of the cash proposal being approved at this time.

Moving with dramatic suddenness, the *Los Angeles* County ERA on November 1 swung its entire direct-relief roll of 45,000 cases over to a cash-relief basis. This move was made in the course of a complete reorganization of the county's relief program and personnel. Ellis O. Braught, former director of the *Ohio* Relief Commission, who was named Los Angeles County director in October, announced the new policy under which checks are issued weekly, supplanting the part cash, part order system previously in effect.

For the average four-in-family relief case, the county has been giving a maximum of $15 per month for rent and $16 in food orders. Thus, the weekly checks will, at first, be in amounts up to $8 for families of four persons, and between $6 to $7 for smaller families.

The announcement was qualified by the statement that "the ERA would furnish the relief checks until January 1 and perhaps longer." The new policy was presented as a device for cutting red tape and "for keeping people from going hungry."

Small Town Industry

THE success of the rural rehabilitation program hinges, in large measure, upon the provision of some kind of cash employment to supplement the "in kind" income which subsistence farmers will be able to dig out for themselves. (See this department for October.) The RRD recognizes that "there must be employment," adding, "Where that employment will come from, how it will be organized and supported, constitutes one of the most serious public problems before America today."

The *Kansas* ERC has gone on record against too hasty approval of work-relief projects devised to assist in setting up small local industries. It has established the requirement that all such proposals must be accompanied by a brief showing, among other things:

The present and possible markets and outlets for the proposed products, with statements from state and national associations of the particular industry.

Statements of the availability of raw materials, the availability of properly qualified personnel, or more especially the possibilities of training men and women who are now on work relief to become properly qualified personnel for the operation of the industry.

A statement by local business and professional men that they want the industry opened and that they are ready and willing to finance the capital outlay; that they would rent this capital to the relief administration, which would in turn employ, with the approval of the local owners, a well-qualified superintendent whose business it would be to initiate the industry, train the personnel (to be selected from the relief rolls) and get the industry on a sound economic basis.

An agreement that, just as soon as the owners of the industry are willing to take over and employ the newly trained work-relief personnel, the relief administration should turn the operation of the industry over to the owners.

That the products of the industry, during the time it is being operated as a work-relief project, will be such as are needed among relief clients, and that such commodities will not be offered for sale to the public.

It will be interesting to observe how many local investors will be attracted by this proposal.

Commodities

THE FERA has issued a bulletin, Commodity Distribution Procedure, which points out that state ERA commodity divisions will need to recognize general types of commodities as follows:

1. Surplus commodities received from and distributed under the direction of the Federal Surplus Relief Corporation.
2. Surplus commodities purchased (usually from local surpluses) under FSRC purchase authority with funds earmarked by the FERA for the specific purpose, or purchased under FSRC purchase authority with general relief funds under a reimbursement agreement.
3. Surplus commodities received by the state ERA from the AAA and other sources.
4. Commodities secured from ERA Works Divisions production projects.
5. Surplus commodities secured from commercial plants operated under state contract.
6. General relief commodities purchased in quantity for issuance as direct relief (including purchases from self-help cooperatives and rural rehabilitation clients or groups.)
7. Commodities purchased from general relief funds for processing on ERA works division production projects.

It also should be noted that commodities covered by items 1, 2, and 3 above, may be acquired either for direct distribution to recipients or for processing on ERA works division production projects or in commercial plants under state contracts.

Canned food, bedding and clothing produced in ERA work shops, included in classification No. 4, have constituted a substantial part of the total volume of commodities handled and, according to some observers, may be expected to increase in the future if relief needs continue so large.

Rural Study

NINE hundred rural families on relief in eight counties or groups of counties in *Wisconsin* were recently surveyed by the Rural Rehabilitation Division of the state ERA. Information obtained from case records and from case workers was checked and analyzed by the RRD office. According to the best judgment of the two groups participating in the study, the following situation prevails:

Fifty percent of the households on relief are there due to the inability of the head to find work. Six percent receive aid because they are "unable to work" or because they are "working but have insufficient income."

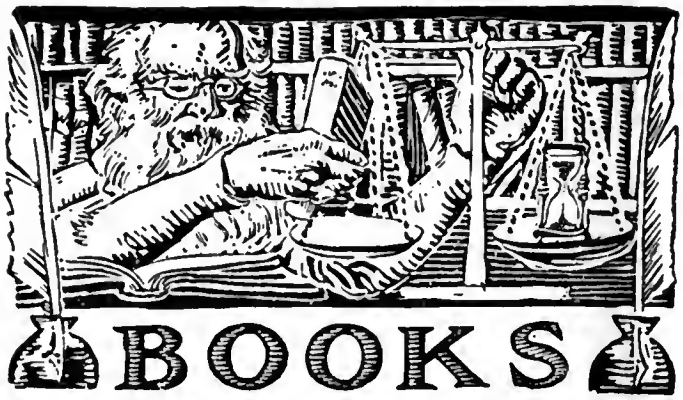
Less than half the households on relief are qualified to operate subsistence farms. One fifth are suited to achieve partial subsistence on small plots. One sixth would be able to undertake commercial farming.

One in ten of the cases need temporary aid only. Three in ten need temporary aid and new capital. Three in ten need temporary aid and temporary supervision. Two in ten need temporary aid and constant supervision. One in ten needs continuous aid and some supervision.

It is apparent from this study that not every rural relief recipient is a potential farmer or homesteader. The country no less than the city knows what weekly payrolls and the lack of them mean.

Approved Bond Issues

NEW bond issues for unemployment relief aggregating $105 million were approved by the voters of several states in the November elections. *New York* State voters overwhelmingly supported the $40 million proposal presented to them, thus insuring continued federal aid throughout 1935. In *California* a $24 million issue was approved for unemployment relief in addition to a $30 million issue for veterans' aid. *Illinois* approved a flotation of $30 million to retire a series of emergency relief notes issued during the past year. *New Jersey* voters ordered a $10 million relief bond issue while *Rhode Island* fell in line with one for $1 million.



Three Volumes of Cold Facts

THE SOCIAL SURVEY OF MERSEYSIDE, *edited by D. Caradog Jones. In 3 volumes. Hodder & Staughton, Ltd., London, England.*

THIS massive, three-volume survey of Liverpool, and its adjacent territory lying along the river Mersey follows the tradition of the Booth survey of London, and of the Pittsburgh Survey in that it does not undertake to make a contribution to theoretical sociology, but has the practical purpose of endeavoring to further social reform.

Along what line shall this endeavor proceed? The first step, it is said in the survey, "is to get some idea of the nature and extent of the problems to be solved." As this is worked out, the first volume gives the geographic, historical and demographic background of the area studied, then facts about families in the home as to economic status and housing conditions, bringing into view as the main problems here overcrowding and poverty, then an account of the evolution of municipal housing in Liverpool. The second volume is devoted to a detailed examination of the industrial character of Merseyside, in which the one specific problem emerging is unemployment; and in the third, groups of the population are studied which offer special problems familiar to everyone, such as infants, school children, adolescents, families without a male head, pensioners, the deaf and dumb, the blind, the mentally deficient, the physically defective, the destitute, prefaced by a brief account of the social services afforded them.

"Problems" imply some sort of evaluation of conditions as "good" or "bad," according to a standard, either assumed or definitely stated. In this survey less attention is paid to standards than in the later American surveys, and no attempt is made to present systematic recommendations. "It is left to others," it is said, "to decide how bad conditions can be changed although recommendations are, on occasion, proffered."

Its principal contribution to standards is the working out of a "poverty line" on the basis of the cost of necessaries of living, and a standard of overcrowding, taking into account age and sex in the joint occupancy of rooms. To the American reader the proportion of the population studied in this survey—a working-class group—found below the poverty line seems surprisingly small. This is because the poverty line established by this survey is astonishingly low, and this fact must be kept in mind when the book is read.

In the discussion of the various topics interesting statistical correlations are made, but again we must be on our guard, this time against accepting the correlation of two variables at a time as a proof of causation, as the survey is more or less inclined to do. The survey ends with a chapter on differential fertility, which unfortunately does not make use of up-to-date methods of measuring fertility, in particular those worked out by Kuczynski in Germany.

The value of this survey would have been much enhanced had some vigorous recommendations of a comprehensive character been made, and a campaign for action taken up as an integral part of the survey's program. No doubt the mere showing of facts has an effect, even without definite standards, without systematic recommendations, but there ought at least to be some electricity in the atmosphere to give them some little tingle of emotion. The attitude of this survey may be characterized as deprecating and even acquiescent, rather than otherwise. It does not even back up its own standards vigorously. Apologies are made for setting the poverty line so high. Unemployment is given as the main cause of poverty, but "the greater part of the present unemployment" it says "is the result of world conditions which—failing international statesmanship—only time can remedy." The smaller part is said to be due chiefly to personal shortcomings of the unemployed, resulting from a combination of bad environment and poor heredity, and this class is growing more rapidly than the better population groups, through a higher differential fertility, as calculated in the survey. Some improvement in housing, the continuance of the present social services seem to be about all that the survey can suggest by way of remedy.

It all seems pretty hopeless, and even a generous indignation that might kindle in some one a desire to try at least to do something is lacking in the survey. The present reviewer cannot but contrast, in this respect, these three ponderous tomes about Merseyside with the one half of one chapter devoted to its principal city in Priestley's English Journey. Here is essential truth even within these narrow limits. And here is also color, warmth and a stimulus to action sharper and stronger than the whole survey of Merseyside affords. It is suggested that each copy of the Merseyside Survey sent out be accompanied by a reprint of Priestley's half chapter.

New York School of Social Work KATE HOLLADAY CLAGHORN

A Corrective Pill

YOUR CHILD IS NORMAL. The Psychology of Young Childhood. *by Grace Adams, Ph.D. Covici-Friede. 237 pp. Price $2 postpaid of The Survey.*

APPARENTLY wearied by the large amount of stress given to so-called problem children, Dr. Adams has turned her attention to the great mass of youngsters who are not pathologically deviates from that abstraction called the norm. Her viewpoint is rather that of the *laissez-faire* system, namely, that life in general has to be taken as it eventuates and that generally speaking most children will turn out satisfactorily if they are not subjected to too many restraints, denials, theories and cramping over-solicitudes. Her general mode of approach is a sort of *reductio ad absurdum* of anything that approaches a standardized practice.

In many ways, this book is a wholesome reaction to the dogmatic and radical theories which are destined to shackle parents even more than youth during the period of their education and supervision. It is what a medical man would characterize as a corrective pill, which many people might take with personal benefit—and this does not exclude social workers. IRA S. WILE, M.D.

New York City

Intrastate Wanderers

THE MIGRATORY WORKER AND FAMILY LIFE. *by Marion Hathway. University of Chicago Press. 240 pp. Price $1.50 postpaid of The Survey.*

THIS is a study of family groups, consisting of one or both parents accompanied by children, which have made two or more migrations during one calendar year in the course of the chief wage-earner's employment. The area chosen for the study was the state of Washington where major industries seem to require the presence of such family groups a few weeks here, a month or two there, earning barely enough to exist on through the berry and clam seasons, laying up enough in the apple districts to carry over the workless months until it is time to start out on the road again. Entering school late each year, moving to a second or a third school before the term is over, being always the new child without friends in the neighborhood, probably results in something more destructive than the mere retardation in school grade. Most of the adults never vote although they are citizens, few feel welcome in local communities although they spend as well as earn their money in the neighborhood. Living in unscreened shacks or in hot dirty tents with inadequate water or sanitary conveniences, home life at what we like to call an American standard can scarcely be said to exist. Dr. Hathway carefully considers attempts which have been made to better the

conditions which she so graphically describes and she indicates how some other states have made real progress.

A relatively small fraction of these families come to the attention of social agencies and in the past there has been only the locally supported agency, interested solely in aiding those who belong in the community. Now there is federal aid for transients which should develop into a permanent program, but in this particular study it was found that most of the families in need belonged within the state and would therefore not be eligible for federal aid for transients under present definitions. The need remains for building up a state department of public welfare which, like that of Massachusetts or New York, will give adequate attention to the so-called "intrastate case."

G. ELEANOR KIMBLE
University of California

Leaders in Social Research

THE SOCIAL SCIENCE RESEARCH COUNCIL—DECENNIAL REPORT 1923–1933. *Copies may be obtained on request from The Social Science Research Council, 230 Park Avenue, New York City.*

THIS report is a record of achievement. From a humble origin as a Committee on Research of the American Political Science Association, the Social Science Research Council has developed and expanded its activities until now it occupies a unique position of leadership in research in the social sciences. In a decade of operation it has appointed a set of forty-two committees covering such diverse topics as Government Statistics and Information Services, Industry and Trade, Crime, Personality and Culture, Social Aspects of Medicine, Chicago World's Fair and many others. The Council in 1933–34 appointed eighteen research fellows for work in Austria, England, France, Germany, Ireland, Italy, Sweden and the United States. In addition, forty-three grants-in-aid were awarded for the purpose of assisting mature scholars to bring to completion projects already under way.

But the most vitally significant part of this report is the record of the gradual evolution of the Council's program of research. The academic viewpoint was dominant at first, as shown by the conclusions of the group as to research needs: "first, that larger opportunity in the way of time was needed for students of government to carry on inquiries of a fundamental nature; and second, that adequate provision should be made for the publication of results of scientific research of a type that do not possess immediate commercial value."

The next step in the development occurred when the Committee on Problems and Policy laid down three recommendations concerning Council policy in relation to research: first, not to undertake investigations directly, other than preliminary studies; second, to deal only with such problems as involve two or more disciplines; and third, to serve only as a clearing-house in matters of research.

But, while stressing the vital role of the individual in research, the Council gradually came to the point of view that more coordinated work was needed. In 1929 the objectives were restated, and new emphasis was placed on such functions as the improvement of research organization, development of research personnel, and improvement of research methods. Most important of all, the Council determined that in relation to research projects it would concentrate its efforts in a few fields of investigation, carefully planned in advance. This, in the words of the report itself, was:

> An abandonment of the practice of selecting the apparently most promising of the miscellaneous proposals presented to the Council, in favor of the formulation of thoroughly considered programs of coherent research centered on a limited number of major problems found susceptible of investigation.

One final step remained to be taken, and on this the decision was made in 1933, namely, to take up for consideration public and social problems of immediate pressing importance. It was decided "not to avoid current issues by reason of their generally controversial character but rather to give weight to the promise of particular research to contribute to an understanding of contemporary questions." The significance of this declaration after years of experimentation in research can scarcely be overemphasized. It is the

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answer to those who maintain that social scientists are unwilling to deal with the pressing problems of every-day life. Not only did the Council thus state its policy, it also proceeded to act upon it.

At the request of the Rockefeller Foundation, the Council has sponsored research relating to urgent problems confronting the national government in the present emergency, especially by the appointment, in cooperation with the American Statistical Association, of a Committee on Government Statistics and Information Services, charged with responsibility for advising various federal departments on the reorganization and improvement of their statistical work.

Pennsylvania School of Social Work EWAN CLAGUE

The Worker's Equilibrium

THE HUMAN PROBLEMS OF AN INDUSTRIAL CIVILIZATION, *by Elton Mayo. Macmillan. 194 pp. Price $2 postpaid of The Survey.*

DR. MAYO'S approach to his subject is not that of the psychologist who conceives an individual as primarily a physical-neural mechanism fairly definitely responsive to definite stimuli, but that of an experimental psychoanalyst concerned with work relations, who believes that "problems of human equilibrium and effort are not completely contained within the area controlled by factory organization and executive policy." The point of view is that of total situation. The individual worker's output is determined not only by conditions at the work-place, but also by total factory conditions, total local community conditions, and the conditions imposed by total industrial organization. Likewise psychological factors such as fatigue, monotony and morale are not simple in characteristics; they are, as it were, compounds of influences from the total situation. Security, self-determination, well-being, adjustment, play a more fundamental part in output than do hours of work, rest periods, lunches and the like. Because Dr. Mayo is the pioneer in the United States in respect of this viewpoint, this first statement in book form of the result of his researches is important. Not so satisfactory are the closing chapters, wherein are speculations concerning government and the social order. The author appears to believe the present economic structure and processing is satisfactory, provided there were an "administrative elite" thoroughly informed concerning physiologic, psychologic, biochemical, anthropological, medical and other characteristics of individuality. Could the present economic society survive the emergence of such an elite?

The Taylor Society H. S. PERSON

RUDIMENTS OF SOCIOLOGY, *by E. J. Ross. Bruce. 303 pp. Price $1.44 postpaid of The Survey.*

A GENERAL text for secondary schools prepared "with care to lay a foundation in the way of Catholic principles and philosophies and an appreciation of them."

MOTHERS' GUIDE WHEN SICKNESS COMES, *by Roger H. Dennett, M.D. and Edward T. Wilkes, M.D. Doubleday Doran. 400 pp. Price $2.50 postpaid of The Survey.*

THE authoritative names of the authors and the clear, practical and concise nature of this manual will recommend it to mothers and others concerned with children.

HOW YOU CAN GET A JOB, *by Glenn L. Gardiner. Harpers. 188 pp. Price $1.50 postpaid of The Survey.*

THIS is a simple, practical, encouraging book of suggestions for both experienced and inexperienced job-hunters in business and industry. It is written in question-and-answer form by a successful business executive.

INTRODUCTION TO RURAL SOCIOLOGY, *by Charles Russell Hoffer, Ph.D. Farrar and Rinehart. 500 pp. Price $3 postpaid of The Survey.*

THE revision of a text first published in 1930. To keep abreast of changes in rural life is breathless business these days, but Professor Hoffer has made a gallant effort with recent statistics, the amplifications of many of his chapters and the addition of three new ones, Rural Children, Rural Youth and Rural Leaders. The impact of rural economics on rural life in the past few years remains outside his framework.

COMMUNICATIONS

Mr. Davis Objects

TO THE EDITOR: John A. Fitch in The Survey earlier this year (July 1934, page 232) charges me with lapses from careful research in my book, Labor and Steel. Specifically, he denies that the steel industry in the past was characterized by "a relatively slow pace."

From Mr. Fitch's book, The Steel Workers (1910), we learn that: 1. The most effective methods of speeding up were bullyragging by foremen (page 187) and cutting piece rates (page 189); 2. Speed of operations in the blast furnace and open-hearth departments and to some extent in the rolling mills was not very great (page 191.) We also learn that the men working by the piece did not drive themselves as hard as they might. F. W. Taylor later showed that bullyragging by foremen is not the most effective method of speeding up. Taylorism in the heavy industry today makes the earlier pace look slow by comparison. Mr. Fitch is refuted by his own evidence.

Mr. Fitch upholds the statement (Pittsburgh Survey) that it was the policy of the US Steel Corporation to "standardize pay for unskilled labor, and hold to it in good times and bad." Yet the Pittsburgh Survey itself reported a current alteration in the common labor rate! One wonders what Mr. Fitch thinks of US Steel's wage policy since 1920.

I must confess I was shocked to find Mr. Fitch defending the steel corporations' "welfare" policy in practically their own words. My point of view differs from his, but at least I was fair. I quoted the corporations on "welfare" to show what their motives really were. If there have been "lapses from careful research," it is not I who am guilty. HORACE B. DAVIS

New York City

TO THE EDITOR: If there is any reader with sufficiently insatiable curiosity I suggest that he look up my review of Mr. Davis's book and judge it for himself. On the question of whether the pace in the steel industry was slow or otherwise before the War or, at any rate, what I thought of it in those days, the record seems to be reasonably clear. If Mr. Davis will read the whole of page 191 of my book, The Steel Workers, which he cites above, he will find this concluding sentence: "The result of it all is a system of speeding, unceasing and relentless, seldom equaled in any industry, in any time." JOHN A. FITCH

New York City

Relief and Strikes

TO THE EDITOR: Mr. Myers' article in The Survey of October merits very careful consideration. Is it ethically right for members of church and welfare organizations to aid strikers openly using violence and intimidation to effect their ends?

A recent article by Sidney and Beatrice Webb comments, "In England, as in every other country, . . . combinations of unlettered workmen have made all sorts of mistakes, including everywhere a longer or shorter period of violence and intimidation."

It would seem that unionism in our country is now going through this period of "violence and intimidation." Of this Mr. Myers' own statement that he was on his way "to preach the funeral sermon for six strikers killed on the picket line," is evidence. An article in the November Atlantic states: "Every strike is accompanied by picketing and rioting. Workers who would continue to work are intimidated by strong-arm methods." The textile strike was, in fact, called, not because the strikers were driven "to a desperate stand by their sense of injustice," as Mr. Myers states, but because union leaders wished to show their power, and attempt-

ed to win recruits for the union by the coercion of flying squadrons.

Mr. Myers' sympathy for the strikers was perhaps justified, but the misery of these strikers also justified the men who did not want to strike in remaining at work, and in resenting the attempt to make them plunge their own families into similar misery. They had the right to decide whether to strike or to work. It was natural for them to resist the coercion of the flying squadrons, exactly as you and I and Mr. Myers would resist coercion in like case.

My sympathy is for the man who wished to continue working to support his family rather than for those who would coerce him into striking. THOMAS CONYNGTON

Upper Montclair, N. J.

TO THE EDITOR: Replying to my good friend, Mr. Conyngton, I would say that: I am against all violence by either side and made this clear in every statement I made during the strike. Relief for strikers' families reduces the hazard of desperation and violence which arises from hunger and suffering. My personal observations, particularly in the South last winter and during the strike, made it clear to me that the strike was caused by unrest due to conditions and the impossibility of adjusting grievances through the old Board (which was abolished by recommendation of the President's committee.) The pressure came from southern delegates at the union convention in August. Before the walk-out, the union leaders accepted the invitation of the National Labor Relations Board to confer under its auspices with the employers in an effort to avoid the strike. The employers refused to attend such a conference.

If the basic issue of the right of workers to organize and deal through their own representatives had been freely granted by employers in this industry, there need have been no strike. While the entire power of state governments with militia, sheriffs, etc., was used to protect the right of a non-union man to work if he wished, the equally legal right of workers to join unions had been denied by employers, and no comparable government guarantees have been afforded union men in their rights of collective bargaining. While I do not approve of violence by strikers, neither do I approve of economic intimidation of workers by employers. It has been a too common practice for employers to oppose unionization by threats or discharge of workers, depriving them of their very ability to provide food for their families. This, also, must be classed as violent coercion, although it is done quietly by mill managements, and the public does not know about it. JAMES MYERS

TO THE EDITOR: The articles appearing in The Survey are usually more accurate than those appearing in other sections of the press. However, the article, Relief for Strikers by James Myers, is not up to your usual standard of fair play and accuracy.

First, Honea Path is in South Carolina and not Georgia.

Second, a statement credited to "a labor editor" says: "It is our observation that the distribution of local relief is controlled in a very large degree by local influences. . . . It has come to our attention during the present strike of the textile workers that persons on relief rolls have had their names removed therefrom because of one or more close relatives participating in the strike. This is a well-nigh universal practice in South Carolina and Georgia and in the mill sections of North Carolina."

I cannot speak for the Carolinas, but of my own personal knowledge from close contact with this problem in Georgia during the strike I know these statements are untrue. Such statements are an unjust reflection upon the relief administration of Georgia, which attempted to carry out the spirit as well as the letter of the relief program. The actions of many mill and state and county officials cannot be condemned too harshly—but this does not apply to the federal relief administration. O. E. PETRY

Secretary-Treasurer, Georgia Federation of Labor

TO THE EDITOR: Placing Honea Path in Georgia instead of South Carolina was a typographical error, rather than an evidence of geographical ignorance. The article was necessarily based on evidence at hand which included the letter quoted from the labor editor. In any case no reflection was involved on the federal relief administration whose policy was clearly quoted in the article.

JAMES MYERS

The Youth Congress

TO THE EDITOR: Referring to your editorial on the First American Youth Congress, in the September issue of The Survey:

Without the efforts of Miss Ilma in raising funds the Congress would not have been held. Unless she had provided the outline of a program, speakers, and the chairmen for discussion groups, the Congress would have had no framework on which to stand. Any practical organizer would have gone about the task essentially as Miss Ilma did—with a few exceptions in the hastily-prepared rules governing the Congress, which the insurgents made too much of, and which could have been modified without difficulty if the Washington Square group had been sincere. That they were not. That they were willing to wreck the Congress unless they could jettison all Miss Ilma's work and run the show themselves, appeared clear to the majority of those who stuck by the organizers, willing to pay the moving spirit of the whole movement the courtesy usually due to one who has pioneered the way.

It is not true that the so-called "conservative" Congress "passed a resolution in opposition to the child-labor amendment". The actual resolution reads: "(1) That this Congress is opposed to detrimental child labor, and, (2) That this Congress favors the adoption of uniform child-labor laws among the several states except insofar as the same may affect conditions peculiarly local."

The general picture of the right-wing Congress presented by your article errs in failing to give it credit for the liberal tenor of its most important resolutions and in disparaging the size of the group that eventually participated in the Congress as set up by Miss Ilma's group.

That group is now energetically raising money and otherwise preparing for the Second American Youth Congress. The insurgents have an able and sincere continuation chairman in Elizabeth Read, and I fervently advocate that before the second Congress is held the two groups put personal bitternesses aside and seek the common meeting-ground that I know exists between them.

HARRY MCGUIRE

Chairman, Advisory Board, American Youth Congress

'Ware of Jersey Justice

TO THE EDITOR: I appreciate your giving editorial space to my "recent unpleasantness" in New Jersey (see Hazardous Occupation, The Survey, October 1934, page 319.) I seriously believe that the Lindbergh Kidnapping Act, as it now stands, should be read carefully by all social workers both in and out of New Jersey. At present any social worker runs the risk of being arrested as a kidnapper if she takes a child under fourteen years of age into New Jersey for a vacation, or even for a motor ride, unless she has with her legal proof that she has a right to take the child into that state. If by chance she should travel through two or three counties, she should realize that she may have two or three warrants issued for her arrest and be in the embarrassing position of having to be in two or three places at the same time for a "hearing." In spite of our new skills in social work, I assure you this is rather a hard thing to do.

The social worker also runs the risk of being judged guilty before she is heard and of having the story published as front page news from coast to coast. As one magistrate said to me—"since the Lindbergh case, New Jersey takes kidnapping very seriously." The strangest part of it all is that the "kidnapper" may not be allowed to say one word in her defense. Lawyers, friends and even strangers have to get her out of her fix if they can. I was arrested twice in nine days as a "kidnapper" and in addition had two "search and seizure" warrants issued. EVALYN T. CAVIN

Executive Secretary, Mothers Assistance Fund, Philadelphia

GOSSIP: of People and Things

Stumped

ONE of our scouts brought in this one from the editorial office of Today. A woman writer, well known to readers of The New Yorker, was looking for a job. "And what," queried the interviewing editor, teetering back in his chair, "what is your social point of view?" "You'd have thought," reported our scout, "that she'd been hit with a brick. She just sat there. Finally she got up. 'Well,' sez she, 'I guess I'll have to think that one over. I'll be back next week.' "

THE trustees of Tuskegee Institute are facing the hard task of finding a successor to Robert R. Moton, outstanding American, educator and statesman, who has resigned the presidency after nineteen years as head of the college founded by Booker T. Washington. President Moton's retirement, effective at the end of the current academic year, marks the completion of forty-five years in educational work, twenty-five at Hampton Institute and the remainder at Tuskegee.

ROSE PORTER, for several years with the Family Welfare Association of America, has gone to Denver as relief director for the FERA and executive director of the Bureau of Charities, succeeding Eunice Robinson.

FRIENDS of Arthur E. Bostwick, veteran librarian of St. Louis, gave him a dinner party recently to celebrate his twenty-five years as the head of the Public Library.

"IT is peculiarly appropriate that from the group of Pueblo artists and craftsmen should come the winner of the Indian Achievement Medal for this year. The pueblos are small communities, and San Ildefonso by no means one of the larger, yet these pueblos . . . have claims to artistic achievement that few communities anywhere can boast." So saying, W. Carson Ryan, director of education for the Indian Service, presented the medal of the Indian Council Fire of Chicago to Marie Martinez "whose beautiful black pottery is known wherever art objects are known and treasured."

ELLEN NATHALIE MATTHEWS, with years of social research experience behind her, heads up the study, Youth in New York City, 1930–34, recently undertaken by the Welfare Council.

BART ANDRESS has resigned as director of finance and extension of the Brooklyn Bureau of Charities.

THE Carnegie Corporation has made a grant of $17,000 to the University of California toward the support of a study of bureaucracy to be conducted by Robert A. Brady, associate professor of economics.

WE don't know where the story started or even if it's true, but this is the way Mary Routzahn heard it at the Illinois State Conference. A small-town relief worker found herself completely flattened out when an applicant, who up to that time had taken no part in the conversation, said heatedly, "Now don't you try to pull any Mary Richmond stuff on me." Returning to the office she passed on the tid-bit to her supervisor. "Mary Richmond, Mary Richmond?" puzzled that worthy, "and who is Mary Richmond?"

AMONG the new faculty appointments at Connecticut College is that of Chase Going Woodhouse, valued Survey author, who will combine research with teaching as part-time professor of social science. Mrs. Woodhouse has been director of the Institute of Women's Professional Relations at the Woman's College of the University of North Carolina.

NEWCOMER on the board of directors of the National Society for the Prevention of Blindness is Dr. Edward Jackson of Denver and on the board of editors of the quarterly, Sight-Saving Review, Dr. Percy W. Cobb of Washington University, St. Louis. George C. Clark of New York has been elected treasurer succeeding the late George Blagden.

WAYLAND D. TOWNER, recently with the New York TERA, and before that an associate director of the American Social Hygiene Association, is now associate director of the Welfare Federation of Maplewood and the Oranges, succeeding Bent Taylor.

LET'S Have More Action, by Kay Jackson, is a new addition to the pamphlet literature of the times—to encourage President Roosevelt to go further left, "thereby avoiding government by force and murder called Fascism." Ten cents from Ray S. Kellogg, Box 343, Norwalk, Ohio. The first of the series, Let's Have Action, was sold out in June.

THE University of Denver has been awarded by FIDAC, the inter-allied veterans' organization, its educational medal for distinguished service in promoting international goodwill and understanding. The University generously credits this honor to the work of Dr. Ben M. Cherrington, executive director since its establishment ten years ago, of the Foundation for the Advancement of Social Sciences, under which was developed a series of programs presented at fortnightly luncheons and seminars with speakers distinguished in world affairs discussing national and international problems in the field of diplomacy, politics, law and science.

THE New York School of Social Work opened its thirty-seventh year with a record enrollment of 710 students, and at that it accepted only about half of those who applied. For the complete two-year course of academic and field work the registrants are necessarily limited to 175. The enrollment includes students from practically every state in the union, eight from Porto Rico and one each from China, Honolulu and France. A large number of the students this year have had experience in public-welfare agencies. Forty of them are on fellowships provided by the FERA. So great is the demand for courses for workers employed in public-relief agencies in and around New York that for the first time in its history the school is holding night classes.

THE National Urban League announces its annual competitive examination for fellowships in social work for Negro students. Probably three awards will be made. Applicants must be graduates or candidates for graduation from accredited colleges, and must have filed their application before February 15. The examination will be held in March. For full information and application forms address T. Arnold Hill at the League's office, 1133 Broadway, New York.

THE Social Work Publicity Council, 130 East 22 Street, New York, has collected forty-six recent newspaper editorials interpreting social work and published them under the title, Editorial Opinion and Social Work (25 cents.)

LOUISE MCGUIRE, lately instructor in case work at the National Catholic School of Social Service, has been appointed director of social work in the Children's Court, Washington, D. C.

Doings in Michigan

HARRIET COMSTOCK of the State Welfare Department is the new president of the State Conference, succeeding Victor S. Woodward of the Genesee County ERA. . . . Ella Lee Cowgill, loaned for a time to the Kentucky ERA, is back on the job of field representative of the Michigan ERA. . . . F. M. McBroom has resigned from the Lansing Community Fund to become chief of the Direct Relief Division of the ERA. George B. Kirkendahl, formerly of Wilkes Barre, Pa., succeeds him in Lansing. . . . Ruth Bowen is also in Lansing as director of the county ERA. . . . Fred R. Johnson formerly administrator of the state ERA has been appointed to the county relief commission in Detroit. . . . Gordon Damon, publicity director of the Detroit Community Fund, is on the same job for the state ERA.

THE juvenile court of Pittsburgh, reorganized after the election of Judge Gustav L. Schramm (see The Survey, March 1934, page 84) now has its probation staff on a merit basis. Present incumbents as well as new candidates took the competitive examination for the forty-one positions. Of the old staff the chief probation officer, Grace L. Stoakes and eighteen others have been reappointed, and twenty-two have been replaced from the other candidates, ninety-six in all, who qualified in the examinations.

AGAIN it just isn't so that minister's sons come to no good end, for here is the Rev. Harold L. Kelley of California, son of a California missionary, appointed to succeed the late Rev. Archibald C. Mansfield as superintendent of the Seamen's Church Institute, New York, the largest shore-home in the world for merchant seamen. Mr. Kelley was

for nine years head of the Seamen's Church Institute at San Pedro, and has been for three years headmaster of the diocesan school for boys in Los Angeles.

OHIOANS are jubilant at the appointment of Dr. A. L. Van Horn to head the Bureau of Child Hygiene of the State Department of Health. For the past two years the Bureau has been greatly hampered by a heavily-cut budget and lack of a permanent chief. Dr. Van Horn goes to the Department from the Babies' and Children's Hospital of Cleveland and the Pediatric Department of Western Reserve University School of Medicine.

PROBATION folk everywhere will be interested in the appointment of James S. Owens, director of the New York State Division of Probation, as superintendent of the State Agricultural and Industrial School at Industry, N. Y., where he will guide the destinies of some 600 boys between the ages of 12 and 16 who have been committed for delinquency. Mr. Owens has been in probation work for ten years and rates as an expert. His appointment followed a competitive examination in which he topped a list of nineteen.

How flexible one's vocational equipment must be these days is illustrated by the case of the New York park employe who had for years been shepherd of the sheep in Central Park. When the flock was removed to Brooklyn the shepherd was assigned to duty in the lion house.

OUT of Texas comes Alice H. Miller, winner of the 1934–35 scholarship in health education at the Massachusetts Institute of Technology, the appointment for which is made through the Child Health Education Service of the National Tuberculosis Association. Miss Miller is a lecturer and field instructor attached to the University of Texas.

A NATIONAL Committee on Religion and Welfare Recovery is announced by some 200 leaders of all faiths, with Walter W. Head as chairman and Charles V. Vickrey as executive secretary, for the avowed purpose of "strengthening and ungirding the moral and spiritual forces of the nation." The proposed program is cooperative and educational.

SAN PEDRO, CAL., which, in case you don't know it, is the port of Los Angeles, made a gala civic occasion of it when Mrs. N. O. Anderson turned over to the city playground and recreation department the title to the Anderson Memorial, a large fully equipped recreation center founded in memory of the two sons of Mrs. Anderson and her late husband. The memorial began some ten years ago as a modest Boy Scout hut, but has gradually developed to its present imposing proportions. Until very recently it has been privately supported.

FRIENDS of Mary S. Labaree of the Pennsylvania Department of Welfare are congratulating her on her admission to the honorable ranks of Phi Beta Kappa, a chapter of which was installed at her alma mater, Wells College, some three years ago. Combing the records for graduates who had made academic honors and followed them up with achievement the faculty found Miss Labaree's claim to the key indisputable.

FIRST of his kind in this country is Robert D. W. Connor, newly appointed to the post created by the last Congress of Archivists of the United States. Professor Connor, who has had the chair of American History at the University of North Carolina, was recommended for the position by the American Historical Association. His flair for discovering and compiling source material has brought to the U. of N. C. library an extraordinarily fine collection of original documents relating to state history.

IT'S the Missouri Association for Social Welfare now, if you please, instead of the Missouri State Conference. Along with the change came the decision to act as a statewide social planning body, to engage in an active campaign for the consolidation of state welfare activities into one department, and to experiment in the certification of social workers.

REV. FRANK KINGDON, Methodist pastor of East Orange, N. J., has assumed the presidency of the educational group in Newark known as the Dana Schools. It includes the New Jersey Law School, the Seth Boyden School of Business and Dana College.

In and Around Boston

MASSACHUSETTS has now put into operation its state-controlled Public Bequest Fund under a commission consisting of the commissioner of corporations and taxation, the state treasurer, and the commissioner of state aid and pensions. This body receives bequests and may appeal for contributions by means of circulars enclosed with income-tax notices. The income from its funds is used, at the discretion of the commission, to aid male citizens over sixty-five and female citizens over sixty. . . . John Ihlder has resigned as director of the Boston Housing Association to become executive officer of the District of Columbia Alley Clearance Authority, an independent governmental agency with a ten-year program for acquiring and redeveloping some 200 blocks with inhabited alleys, and for rehousing the 1300 present occupants. . . . Emily U. Bissell is the new general secretary of the Boston Travelers Aid Society. . . . Mildred L. Winship is now director of the Boston Council of Girl Scouts. . . . The new Volunteer Service Bureau of the Council of Social Agencies is now functioning with Mrs. James Donovan as vocational secretary. . . . Alice B. Huling, while on leave from the American Red Cross to work with the Massachusetts State Relief Administration, resigned both jobs to join the staff of the Simmons College School of Social Work. . . . Dr. Richard C. Cabot, professor emeritus of social ethics and of clinical medicine at Harvard University, and a valued Survey author, is lecturing on social economy at Simmons.

THE 1935 meeting of the National Conference of Catholic Charities will be held in Peoria, Ill., September 29–October 2. Seattle has been chosen for the 1936 meeting.

A COURSE of eight lectures on The Mental Hygiene Approach in the Work of Big Sisters is being given this winter in New York by Dr. Lawson G. Lowrey under the auspices of the Cooperative Committee of Big Sisters. The series began on November 20 and will continue till March 5. For details address the committee at 228 East 19 Street, New York.

GLADYS L. BADGER, R.N., on the nursing field staff of the American Red Cross, has been transferred from the Pacific Area to the Eastern Area with headquarters in Rochester, N. Y. Her territory includes the states of New York and New Jersey. . . . A newcomer on the same staff is Anna C. Gring, formerly with the Visiting Nurse Association of Springfield, Mass., who has been assigned the states of Massachusetts, Rhode Island and Connecticut. . . . At the same time the service has lost Helen Bean, of the Eastern Area who has resigned to join the US Public Health Service as director of special studies.

THE triennial convention of the National Council of Jewish Women will be held in New Orleans, March 10–15.

GOVERNOR LEHMAN of New York has appointed Joseph J. Canavan, his secretary, to the State Board of Parole to succeed the late Bernard J. Fagan. Mr. Canavan is a former newspaper man who, says the governor, "has long been a student" in the field of his new activity.

VIRGINIA has lost to the Kansas Emergency Relief Commission Emily W. Dinwiddie, director of the children's bureau in its State Department of Public Welfare, who in addition to her regular duties has had an active part in much of the recent social research in the state, notably in the field of hospitalization for mental cases.

THE Julius Rosenwald Fund has recently elected to its board of trustees Robert Maynard Hutchins, president of the University of Chicago; Frank L. Sulzberger, president of the Jewish Charities of Chicago and Prof. Charles S. Johnson of Fisk University.

MANY organizations and individuals will regret the passing of the Institute of Social and Religious Research, established in 1921 with funds provided by John D. Rockefeller, Jr. In its thirteen years, the Institute has become widely known for the imagination and competence of its inquiries, and for its generous cooperation with groups in need of its data. The results of its most important studies are available in eighty-two published volumes. Inquiries about the Institute may be addressed to Galen Fisher, 347 Madison Avenue, New York.

THE New York Section of the National Council of Jewish Women has lost the services of its prize volunteer, Sara X. Schottenfels, who for twenty-five years has held the title of corresponding secretary and has done the work of an executive with high professional efficiency.

WILLARD L. THORP is back in the Washington scene as associate economic adviser to the National Industrial Recovery Board in the Division of Research and Planning—which, we submit, is a lot of lettering to go on anybody's office door.

THE Jewish Board of Guardians, New York, has acquired the part-time service of Dr. David M. Levy, formerly of the Institute of Child Guidance, who will conduct a

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Postpaid 25 cents, Illinois Conference on Public Welfare, 203 N. Wabash Ave., Chicago

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weekly seminar for supervisors. Among other newcomers to the staff are Frederika Neumann, of the New York COS; Leon H. Richman of the Jewish Home Finding Society, Chicago; Goldie Rabinowitz of the Worcester Child Guidance Clinic; Esther Swerdloff of the Jewish Social Service Bureau, Baltimore and Lotta Loeb, graduate of the Psychoanalytical Institute, Vienna. The Jewish Board of Guardians has expanded its student training program and now provides training for nine graduate students, five from the Graduate School for Jewish Social Work, one from the New York School and three from Smith College.

REMEMBER those relief boners that some one culled from the records of the New York Emergency Work Bureau back in 1932 which were picked up by Vanity Fair and other journals of light and leading, including this one? (See Records as They Are Wrote, The Survey Midmonthly, November, 1932, page 622.) Well, you can get them now in a book, complete with drawings, which make points that you might have missed. Very funny, but very decidedly not for the mythical old lady from Dubuque. It's a Great Relief by John Tully and Joseph Kloman. Vanguard Press, Price, $1.

THE FERA now has a medical director in the person of Dr. Clifford E. Waller, assistant surgeon general, who has been in charge of the States Relation Division of the US Public Health Service. He will direct all the FERA medical relief activities, including nursing, and will advise on matters of health and sanitation.

New Officers

ONE out of every five American cities of over 10,000 population and ninety-three of the cities with more than 100,000 have adopted the city-manager form of government, said the International City Managers' Association at its recent twenty-first annual meeting. This coming-of-age convention elected the following officers: president, H. L. Woolheiser, Winnetka, Ill.; vice-presidents, Henry Trexler, Janesville, Wis.; Irving C. Brower, New Rochelle, N. Y.; Hollis Thompson, Berkeley, Calif.

NEW officers of the Pennsylvania State Nurses' Association are: president, Netta Ford, York; vice-presidents, Frances Gooden, Philadelphia; Gertrude T. Heatley, Pittsburgh; Harriet L. P. Friend, Philadelphia; secretary-treasurer, Adelaide W. Pfromm, Philadelphia.

OFFICERS of the New York State Conference of Social Work, recently elected are: president, Eugene Warner, Buffalo; vice-presidents, Mrs. Nicholas Brady, New York; Arthur Lowenthal, Rochester; Prof. Roy H. Foley, Hamilton; treasurer, Frederick A. Moran, Albany.

THE Baltimore City Health Department has rechristened its Bureau of Child Hygiene as the Bureau of Child Welfare and has made Dr. William K. Skilling its director. Dr. Skilling has been in the bureau for ten years. Another change in the department has resulted in the merging of the nursing service of the erstwhile Bureau of Child Hygiene with the Bureau of Public Health Nursing, and the creation of five new positions of supervisor of field nurses. They have been filled by the appointment of Ethel Gluck, Anna Persch, Rae D. Serpick, Adelaide G. Smith, and Dorothea E. Tag, all nurses who have been with the bureau at least ten years.

As a result of a survey of the juvenile court situation in Tulsa, Okla., made by Marjorie Bell of the National Probation Association, the court has been reorganized under a board of prominent citizens. Verl A. Teeter has been appointed chief probation officer with two assistants. A new superintendent of the boys' detention home has also been named.

FROM Los Angeles comes word of the death, in mid-autumn, of Claudina G. de Alvarez, for the past twenty years prominent in social work in that city.

LUCY M. MOORE, for twenty-five years superintendent of Knickerbocker Hospital, New York, and one of the first nurses to hold such an executive position, died recently. One of the early social service departments was established at Knickerbocker under her direction.

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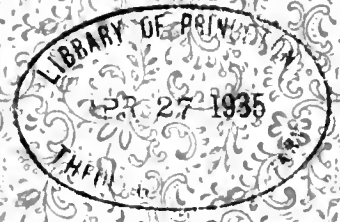

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